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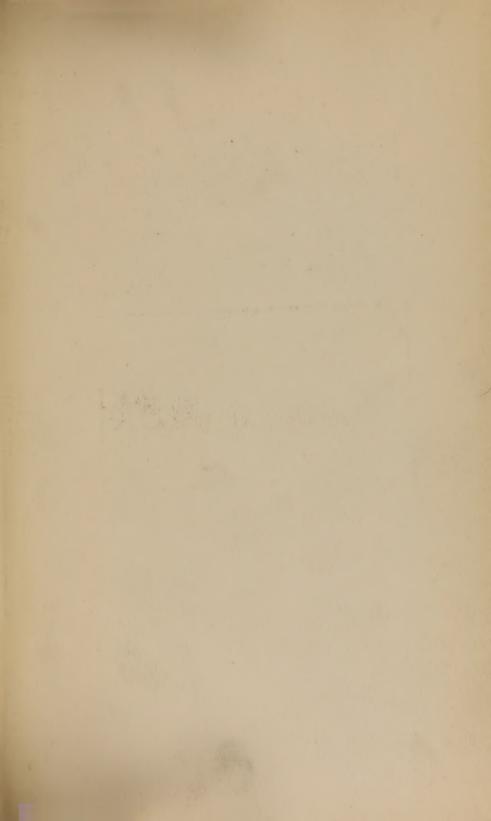
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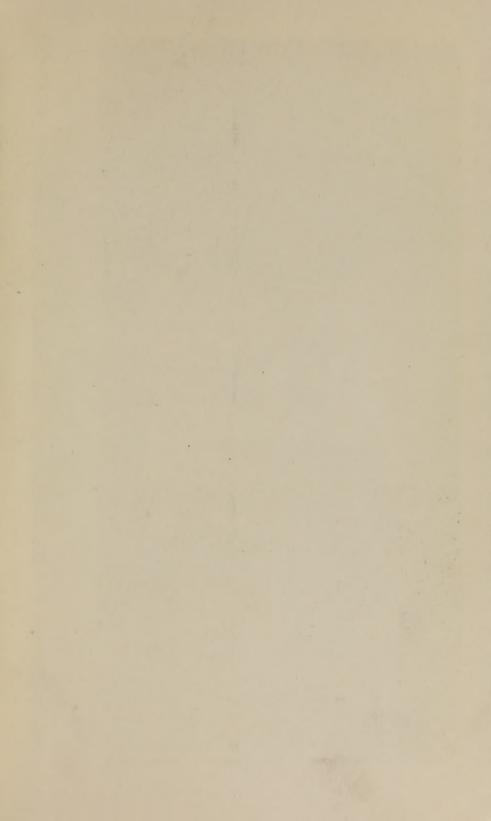
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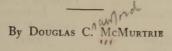




CROSSING THE THRESHOLD OF DEPENDENCE TO A FUTURE OF SELF-SUPPORT. (NAPLES, ITALY.)

# Bulletin No. 15 (Reeducation Series No. 3)

# The Evolution of National Systems of Vocational Reeducation for Disabled Soldiers and Sailors



PREPARED AT THE

Red Cross Institute for Crippled and Disabled Men

Issued by the

FEDERAL BOARD FOR VOCATIONAL EDUCATION WASHINGTON, D. C.

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#### FOREWORD.

Since its organization in the summer of 1917 the Federal Board for Vocational Education has been actively and continuously occupied with those many phases of vocational training which the emergencies of the war have emphasized as essential to the full development of our war efficiency, and to the full conservation of our industrial man power in the face of the devastating casualties that are inevitable as the war progresses.

Vocational reeducation of disabled soldiers and sailors has been, naturally, a principal interest which has to a very considerable extent directed the activities of the Federal Board and of its staff

during the past months.

In the Research Division of the Federal Board, it may be noted, two other bulletins dealing specially with the problems evolved in vocational reeducation have been prepared. The first of these, a preliminary study entitled "Vocational Rehabilitation of Disabled Soldiers and Sailors," presents general principles of administration and control, considering, for example, questions of cost, of cooperation of public and private agencies, and of the proper scope of military discipline and of civil control. A brief sketch is given of foreign legislation and experience in Great Britain, France, Canada. Belgium, Australia, Italy, South Africa, Newfoundland, India, and New Zealand. The second bulletin, entitled "Training of Teachers for Occupational Therapy for the Rehabilitation of Disabled Soldiers and Sailors," presents a course of study and indicates necessary qualifications for teachers directing vocational therapy. This bulletin defines the field of occupational therapy, and discusses its social and economic aspects as they appear with a background of European experiences during the war.

Representatives of the Federal Board have participated actively in conferences which have been organized for consideration of all the different problems involved in the civil reestablishment of disabled men. The Federal Board and its staff have cooperated continuously with representatives of the Surgeon General's office, the Bureau of War-Risk Insurance, the Bureau of Labor Statistics, and other Gov-

ernment offices.

One important result of this cooperation has been the preparation of a draft of a bill providing for vocational reeducation of disabled men. The Research Division of the Federal Board prepared a number of memoranda which were presented to the joint committee of the House and Senate at a hearing of this committee on the proposed scheme of legislation. These memoranda covered in considerable detail the experience of foreign countries in this work and specifically outlined a policy for the United States. Representatives of the board appeared before the joint committee and presented a statement of the conclusions of the Federal Board based upon its extensive researches.

In the meantime the Red Cross Institute for Crippled and Disabled Men had undertaken the preparation of a manuscript description of the evolution of national systems of vocational reeducation for disabled soldiers and sailors. This manuscript was offered to the Federal Board for publication, and was committed to the Research Division of the Federal Board for press editing and revision. It is now published as Bulletin 15 (Reeducation Ser., No. 3) of the Federal Board.

Mention may be made especially of the very extensive and complete bibliography appended to the bulletin, but it seems only fair to say that the bulletin as a whole, which gives the results of investigations conducted in different countries, is probably the most complete account available of the experience of the belligerent countries in rehabilitating their disabled.

C. A. Prosser, Director.

## INTRODUCTION.

Following upon past wars there has been no general effort of a constructive character to restore the disabled soldier to useful employment. The only obligation which governments have acknowledged is represented in the payment of a monetary award in the form of a pension. Some men have been maintained in soldiers' homes. The consequence, in either instance, has been an existence of idleness and dependence which has tended to demoralization rather than to reconstruction.

Happily this policy is in process of change. It has been demonstrated that the cripple, though debarred by his handicap from some occupations, could, almost without exception, be fitted by special training for some trades in which he could be self-supporting in spite of his disability. The great increase in industrial activity during the past two decades brought about a corresponding increment in the number of employees crippled in work accidents. Injuries were particularly frequent in the period before the advent of the safety propaganda. The state authorities, especially in Europe, became intimately identified with workmen's compensation, and in many instances, themselves assumed responsibility for the payment of the compensation award.

The waste involved in the complete support of thousands of workmen injured in more or less serious degree became soon apparent, and the authorities cast about for some means to decrease the percentage of disability. The solution was found—notably in Belgium and France—in trade schools for the reeducation of the crippled victims of industrial accidents. In these schools the man who has lost the use of his leg is trained for a trade at which he can work while seated; the man lacking an arm is prepared for an occupation in which two legs and the sound arm suffice for its pursuit. Since the demand for skilled labor generally exceeds the supply, it is entirely practical to place at steady employment men trained thoroughly in wisely selected trades. Of course there are many difficulties to overcome, but with patience, success is not only possible, but probable.

The provision of training for disabled men received a tremendous impetus at the opening of the present war. With the call of the

able bodied population to arms, the ensuing shortage of labor necessitated the draft into industry of women and old men. No potential productivity could be neglected, and the rehabilitation of the physically disabled became a national necessity. The dictates of national gratitude and national economy in this instance coincided, and in conjunction have stimulated extensive and vigorous activity. The organization of this work in the various belligerent countries is described in detail in the following chapters of this volume.

There was little historical precedent for the vocational rehabilitation of disabled men. One of the earliest and most successful efforts was represented by the École provinciale et Ateliers pour Estropiés et Accidentés du Travail, which was founded in Charleroi, Belgium, in 1908 by the provincial council of Hainaut.¹ Instruction was given in bookbinding, cobbling, grass carpet making, willow work, saddle and harness making, and tailoring. Apprentice pupils were started on a modest scale of wages one month after admission and if they remained faithfully at work for six months were then paid for the first month as well.

Another school of similar character had been organized by the Belgian Province of Brabant, just prior to the outbreak of the present war.

After the South African War there were established in Great Britain by the Incorporated Soldiers and Sailors' Help Society workshops for the employment of disabled soldiers. This enterprise is described fully in the fourth chapter of the present volume.

In 1897 there was established in Petrograd, in connection with the Maximilian Hospital, a shop for the manufacture of orthopedic apparatus and for the training of cripples in this trade.<sup>3</sup> Later other equipment was acquired, and in 1901 residential facilities were established. Training has been given in the making of orthopedic appliances, rugmaking, shoemaking, cabinetmaking, turning, brushmaking, willow work, weaving and needlework, saddlery, and tailoring. Cripples between the ages of 14 and 30 are received for instruction, and the average course of training is four years in

<sup>1</sup> The work of the Charleroi school has been described in several articles, as follows:

Paul Pasteur and Louis Caty, L'assistance aux estropiés par la création d'écoles d'apprentissage et d'ateliers. (Abonnement Germinal, quatrième année, No. 5) Gand, 1907.

Emile Jeanbrau, L'école d'apprentissage pour estropiés et accidentés de Charlerol. Montpellier Médical, 1910, lili, 529-538.

Douglas C. McMurtrie, Provision for cripples in Belgium, American Journal of Care for Cripples, New York, 1916, iii, 121-125.

Douglas C. McMurtrie, Industrial school for the crippled and maimed at Charlerol, Belgium. Maryland Medical Journal, Baltimore, 1912, 11, 21-23.

<sup>&</sup>lt;sup>2</sup> Ch. Dam. L'assistance aux estropiés et les écoles d'estropiés. Progrès Médical Belge, Bruxelles, 1914, xvi, 25-29.

<sup>&</sup>lt;sup>3</sup> Douglas C. McMurtrie. Industrial training for cripples in Russia. Journal of the Missouri State Medical Association, St. Louis, 1912, ix, 181-183. Also: American Journal of Care for Cripples, New York, 1916, iii, 184-189.

length. During the Russo-Japanese War the workshop was considerably enlarged.

There were established in France in 1899 by M. Marsoulan, under the auspices of the Department of the Seine, subsidized workshops for cripples and incurables of both sexes.<sup>4</sup> The occupations carried on are the making of grass carpet, chair caning, toy making, and the like. These shops are more in the nature of relief agencies than training schools.

The system of rehabilitation in no two countries is the same. Each has had to work out an individual problem with no historical basis of experience upon which to build. We may now proceed to a description of the organization and methods evolved.

#### PRINCIPLES OF REHABILITATION.

Most of the experience, however, has been developed since August, 1914. It may be well to sketch some of the general conclusions of the experience before passing to a categorical description of the methods of vocational rehabilitation in force in the various warring countries.

The wounded soldier comes through the field and base hospital, and, finally, if his disability is such as to disqualify him from further military service, he is returned from overseas to a convalescent hospital at home. Certainly at this point, if not perhaps earlier, preparation for his social and economic rehabilitation should begin.

Before deciding what can best be done for him, the recent experience of the crippled soldier must be taken into account. In the first place, he has been away from home influence and environment for some time—perhaps one year, perhaps three. During that period he has led a life in the open, free from the many routine responsibilities of the civilian. He has been provided automatically with every necessity of life—mandates of military discipline. After his injury he has been given every care which the medical corps and its auxiliaries have been able to provide. Every effort has been made to minimize worry or exertion on his part. These influences have the effect of deadening his initiative and his sense of social responsibility, and readjustment to civil life becomes in consequence more difficult.

The new handicap usually throws the man into a state of extreme discouragement. The loss of a hand, an arm, or a leg seems to the man formerly able-bodied an insuperable obstacle to his future economic activity. The prospective pension is the only mitigating feature of this depressing outlook, and he begins to calculate how he can exist

<sup>4</sup> The work of these shops is described in the following references:

Emile Jeanbrau, L'école professionnelle des blessés de la xvi<sup>me</sup> région à Montpellier, Montpellier, 1917, p. 24-26.

M. Carle. Les écoles professionnelle de blessés, Lyon, 1915, p. 19. Revue d'Hygiene et de Police Sanitaire, Paris, 1915, xxxvii, 92.

on the meager stipend which will become his due. He has basis for this expectation, for has he not known in the past several men each of whom lost a limb through accident? It was necessary for them to cke out a living by selling pencils on the streets, or in some similar enterprise of makeshift character. Again, life will hold no pleasure in the future; he will always feel sensitive about his missing limb. Besides, nobody has any use for a cripple.

Such a state of mind will be encountered in the convalescent soldier. It must be met and overcome. With returning health, initiative must be reawakened, responsibilities quickened, a heartened ambition must replace discouragement. We can go to him and truthfully say: "If you will yourself help to the best of your ability, we will so train you that your handicap will not prove a serious disadvantage; we will prepare you for a job at which you can earn as much as in your previous position. Meantime your family will be supported and maintained. You will be provided with a modern artificial limb so that a stranger would hardly know you are crippled. Finally, we will place you in a desirable job."

The first reaction to this program is fear that an increase of earning power will entail a reduction of pension. When reeducation of war cripples was first begun in both France and Germany it was found that many of the men were unwilling to undertake training in apprehension of prejudicing their pension award. The solution of the difficulty was official announcement that such would not be the case, but that pensions would be based on degree of physical disability alone, without reference to earning power. In Canada, a placard to this effect is posted in all military hospitals and convalescent homes.

The choice of trades in which war cripples may wisely be trained is of primary importance. In addition to considering whether men with certain types of physical disability can engage in a given trade, its present and prospective employment possibilities must be taken into account. If it is a seasonal trade, if the number of workers in any locality is so small as to make difficult the absorption of many newly-trained men, or if the industry is on the wane rather than enjoying a healthy growth, the indications are negative. The ideal trade is one in which the wage standards are high, the employment steady, and the demand for labor constantly increasing. In picking trades the present boom conditions should be discounted, and thought should be given to the employment situation after the war.

The section of the country in which a man lives also has a bearing on the choice of a trade in which he is to receive instruction. Thus, a Canadian living in Montreal may be trained as a machinist; the same man, if a resident of a far western province, would better be given instruction in the operation of motor tractors for agricultural work.

It is axiomatic that a man should be given his course of training in a locality near home. Here he will not feel so strange, friends will not be far away, and the educational authorities will be in closer touch with the local industrial requirements and employment conditions.

It is the general consensus of experience that the decision by the man to undertake a course of training must be a voluntary one. Of course, he may be retained in the military organization and detailed to trade classes in the same way as he is detailed to guard duty, but this would not make for successful results. The unwilling and rebellious pupil learns but little; the earnest and ambitious one makes rapid progress. The man must be persuaded, therefore, to take up instruction; the future advantages of being a trained workman in some skilled trade should be pointed out, and the practical arrangements to be made for him during the course of instruction carefully explained. There is no royal road to success in this effort, but after gaining the soldier's friendship and confidence, a patient persistence will win the battle. If a competent visitor has been in touch with the man's family during his absence at the front, the members of the home circle can be easily convinced of the wisdom of his reeducation; this will make all the simpler persuasion of the man himself.

A great aid in helping a soldier to decide about his future is acquaintance with the records of other men with similar physical handicaps who have made good—men who have been trained and who are now holding jobs at attractive wages. In addition, such practical results lend plausibility to the expectations in prospect which are being held out to him. A difficulty, however, is found in the abnormal premium on industrial labor in war time. Even a disabled man may be able to go out and earn a large daily wage in a munitions factory. This constitutes a very potent present counterattraction to representations of moderate but permanent employment after a course of training. If he makes the opportunist choice he will, upon the return of employment conditions to normal, be reduced to the status of a casual laborer, perilously near the verge of mendicancy. No pains should be spared to avert this eventuality.

Care should be taken, however, that representations to the man, while encouraging, should in the main be accurate. Workers with crippled soldiers should not be misled by reports of extraordinary success in isolated cases. The men will, sooner or later, learn the truth, which will thus tend to discredit the veracity of the vocational officials.

In deciding which of the available courses an individual disabled soldier should pursue the first effort should be to fit him for an occu-

pation related as closely as possible to his former job. His past experience, far from being discarded, should be built upon. A competent journeyman bricklayer who has lost an arm may be prepared by a suitable course in architectural drafting and the interpretation of plans to take a position as construction foreman of a bricklaying gang. It were idle to give such a man a course in telegraphy. But a train hand who has been all his life familiar with railroad work may most wisely be trained as a telegraphic operator, with a little commercial instruction on the side. This man will then be returned to railway employment. There is an additional advantage in instances such as the two mentioned in that the former employer will be willing to engage again a man with whose record and character he is familiar, once there is assured the competence of the ex-soldier in his new capacity.

This rule applies, however, only to men who were, previous to their enlistment, operatives in the skilled trades. Their problems are the simplest of solution. But in the present war, when not only professional soldiers but whole nations are in arms, there will return disabled many young men who had not yet attained a permanent industrial status. Some will have entered the army direct from high school or college; others will have been migratory workers who had not vet found a permanent niche and whose experience has been too varied to be of much value; still others will have been drawn from unskilled and ill-paid occupations which hold little future opportunity for the able-bodied worker and almost none for the physically handicapped. Among the latter will be found those who have been forced to leave school and go to work at too early an age, and to whom society has not given a fair chance. When they now return from the front, crippled for life and having made a great patriotic sacrifice, it is surely the duty of the State to repair, so far as practicable, the former inequality of opportunity and provide for them the best possible training. It would be a cause for national pride if. in the future, such men could date their economic success from the amputation of their limb lost in their country's service. And this is entirely within the realm of probability.

With these latter classes there is, therefore, no former experience of value to serve as a guide in the choice of a trade in which the war cripple is to be trained. We must, then, fall back on the general principles of vocational guidance. The more important factors will be natural talent, personal preference or taste, habits of work, temperament, and the general character of the individual. Advice in each case should be given by an expert vocational counsellor, a man familiar at once with trade education, with the requirements of the various industries themselves, and with the current status of the labor market. His opinion should take into account the report and

prognosis of the medical officer, and also the past record of the individual. As has been pointed out, the friendship and confidence of the soldier are absolutely essential. Very often these are difficult of attainment and the prospective pupil's reserve is penetrated only in the fourth or fifth visit. As the decision to undertake training at all must be voluntary, so must the choice of a particular trade meet with the full approval of the soldier himself. And if, after beginning the course, the subject proves definitely distasteful, the opportunity to change to another trade should—within reasonable limitation—be permitted. It can not be too strongly emphasized that the unwilling pupil is a poor learner indeed.

It would seem inadvisable to train a man for an occupation which he can pursue only by use of specialized apparatus adapted to the individual motor limitations imposed by his deformity. While a badly crippled man may be taught to operate a lathe with special treadles or to run a typewriter with special paper feed and shifting mechanism, his employment opportunities will be precarious. may be possible to secure for him one specific job which may be arranged for at the time he starts training. But if he can not get along personally with his employer, if his family must move to another city, if his wages are not advanced as his product increasesfor these and a myriad other reasons, he may become practically unable to obtain other employment, and the value of his training will be thus nullified. Ingenuity should be directed rather to fitting crippled men to meet the demands of standard trades, in which there will be, not one or a dozen possible jobs, but thousands. Only thus can the man be made actually independent.

It is absolutely essential that training, if provided at all, be thorough. The pupils are men, not boys, and they can not go out in the apprenticeship category, as do the graduates of regular trade schools—and even in these the present-day standards of proficiency are high. If ill-trained men are graduated from the classes the results will not be fortuitous. Employers will be convinced that the theory of reeducating returned soldiers is unsound; the men will come to distrust the representations of prospective success which have been made to them. There will be, further, an unjustified disturbance of the labor market and its wage standards if a school turns out into a trade as professedly skilled operatives a crowd of undertrained and inexperienced men. Schools of reeducation must not contribute to difficulties of this character.

#### PUBLIC RELATION.

The attitude of the public toward the returned soldier will do much to make or mar the success of work with the war cripples. The man 57710°-18—2

returning disabled from the front deserves the whole-hearted gratitude and respect of the nation, but to spoil and pamper him is an ill-advised way of meeting the obligation. Parents who wish to do the best possible by their children do not manifest affection by spoiling their digestion with an eagerly received surfeit of candy. They rather seek to provide a good home environment, exert a firm but kindly disciplne, and obtain for their children the best educational opportunities. In other words, the emphasis is on values of permanence. The same general principles apply in the relations of the public to the ex-service man.

In one of the allied countries the wife of a returned soldier complained to the representative of a patriotic relief agency, which had been attending to the family needs while the chief breadwinner was at the front, that her husband would never spend any time with her or with the children. She had wanted that afternoon to have him accompany them to the park, but he disdainfully refused, saying that he was going out for an automobile ride and later to a "singsong" at one of the fashionable hotels. The musical entertainment referred to was being provided by the society ladies of the city, so mother and the children went to the park alone, while the "hero" was receiving appropriate recognition of his services.

Of course the most pernicious expression of this attitude is the indiscriminate "treating" of the disabled soldier at the corner saloon—in communities where this is possible.

In some cities the "patriotic" hysteria of the public has been such that neither the police nor the military authorities are in a position to restrain or punish returned soldiers, even when they have become seriously disorderly and objectionable. This is no kindness to the men and casts a most unfavorable reflection on the service as a whole.

On the other hand, the nation can not go too far in showing gratitude to the war cripple, provided the manner of its expression is sound. To give him the best of medical care, a first-rate artificial limb, a thorough and capable training to fit him for a remunerative trade, and a chance of employment a little better than the average—these constitute the real public duty, a duty not so simple of fulfillment as the mere provision of social entertainment.

The one form of expression should be frowned upon as actually unpatriotic; the other should be promoted and encouraged. A campaign of public education is an absolute essential to the success of any national program of reeducation.

#### ARTIFICIAL LIMBS.

To complete physical rehabilitation in amputation cases, artificial limbs must be supplied. At the outbreak of the war the supply of limbs presented to the European countries a most difficult problem.

The demand was many times greater than it had ever been in the past, and the major portion of the continental supply had always been drawn from Germany. In the emergency thousands of appliances were imported from the United States, which has always been credited with making the best artificial limbs. Later the various belligerent countries began to manufacture limbs themselves. The factories, operating under official auspices, are enabled to utilize any patented features without paying royalties.

Each limb must be made to individual specifications and fitted to the stump of the patient who is to wear it. That a stump shrinks for some time after amputation introduces one element of difficulty, in that a limb which fits 6 months after amputation may come far from doing so after 12 months. For this reason it may be wise to provide the soldier at first with a simple temporary limb, and later with a more elaborate and permanent one. He must be quite explicitly assured of this plan, however, as he will otherwise become suspicious of being put off with an inferior article.

Very remarkable results in cases of arm amputation are now being accomplished by prosthesis, i. e., the fitting to the stump of special appliances. Thus, instead of being provided with a well-appearing artificial arm, there will be attached to his stump a chuck in which he can insert interchangeably a knife, a fork, a tool, a hook, or some special implement by which to guide or steady work on which he is engaged. These "working prostheses" are often individually designed to meet the requirements of the particular trade which their wearer is to follow.

Both prosthetic apparatus and artificial limbs advantage by simplicity. When too complicated the men lose faith in and discard them. For some types of manual workers it may be wise, for instance, to provide the primitive "peg and bucket" leg for use in working hours, and in addition a more esthetic type for wear on Sundays and holidays.

#### PLACEMENT IN EMPLOYMENT.

As the choice of trades should be influenced by the labor conditions of the community, so must employment of the graduates be closely integrated with the course of instruction. Not only must a position be secured for the reeducated soldier, but he must be placed as intelligently as possible. To the man the work must be satisfactory and the environment agreeable; to the employer the personality of the soldier must be acceptable and his product sufficient to the requirements. Of course, this ideal can only be approximated, but a trained and capable employment officer can do much in this direction. Only by skilled and thorough work can permanent results be obtained, and nothing is more costly to all parties concerned than short-time employment and frequent change of job.

Ten men placed in 10 jobs by the opportunist method of sending the first available applicant to the first available position may be unhappy themselves and unsatisfactory to their employers. Yet the same 10 under different and wiser placement direction may be almost ideally located in the same jobs. It is to this end that tends the natural system of employment and discharge, but it is a costly method and one that, for the crippled soldier, should be made unnecessary.

The first job for the man returned from the front is easy to secure—so easy that we should not be misled by the superficial indications. The employer is patriotic and anxious to help the crippled soldiers. But when the war shall have been over a few years these motives will be no longer effective. The man taken on in a time of national stress will be just one of the employees, and his retention in service will depend upon performance alone. If the original placement was intelligent the man will have made progress, gained confidence and experience, and made his position sure. If, on the other hand, he was ill-fitted for the job, he will have grown progressively less efficient and in consequence discouraged, and his status will be precarious indeed. A permanent injury might thus result from an employment bungle in the first instance. All this simply means that effective placement is not an amateur job.

The actual methods of placement need not be here discussed, but to one feature attention may be called. Disabled soldiers must be regarded as a special class. The transition from military to civilian life involved in entering on the first job is a more radical step than is taken by the average employee going from one position to another. The placement must, therefore, be followed up after the first few days of work, the apprehensions of the "green" employee must be dispelled, his difficulties adjusted, and his confidence fortified. If this follow-up can be done by a person whom the ex-soldier knows and trusts it will be all the more effective.

#### THE AUSPICES OF REEDUCATION.

Should the support and direction of after-care for the war cripple be public or private? The answer to this question is unequivocal—the responsibility is most emphatically a national one. This can be demonstrated not only as a matter of principle, but also by actual experiential results.

From the viewpoint of principle it may be concluded that the returned soldier should not be dependent for one of his most vital necessities on the dole of private charity, for which is expected a grateful appreciation. Were the work's auspices of such character it would materially prejudice the attitude of the men. The soldiers

might very logically object to passing around the hat in order to provide for them, facilities, the need of which is not open to argument. There should not be the least hint of patronage or pauperization in this partial restitution made by the state to those who have been disabled in its service.

Empirically, the indications for public assumption of responsibility are all positive. The most obvious point lies in the uncertainty that the facilities privately provided shall be commensurate with the demands. In the wealthy urban centers schools for reeducation would be numerous and well equipped; in the rural sections and in the smaller cities there might be almost no provision at all. It would be intolerable did a crippled soldier from Arizona have any less chance for future success than his fellow veteran from Boston or New York.

Again, the extent and thoroughness of the work would be subject to fluctuation, varying with the results obtained in solicitation of funds. The income would likewise adversely be affected by a competing financial campaign—another issue of Liberty bonds, another Red Cross week, might mean dropping a useful subject, shortening a course, refusing admission to some eligible applicants.

Under private control, furthermore, the standard of work would vary greatly. The schools would not have the advantage of central direction by expert and capable executives. There is also no riper field for the expression of mawkish sentimentality than in caring for the crippled or blind, and the injured soldier must be protected from becoming its victim. With schools operated under local auspices there would be a few good ones and many of the indifferent variety. And there is no problem more delicate than that of coping with ill-directed and silly charitable enterprises. One can picture the invective of local newspapers if the authorities refused to assign soldiers to a certain institution because its standards of administration and instruction were considered below par. The time to avert such predicament is prior to their use.

Let us consider, on the other hand, the advantages accruing from centralized public control. The factor of most moment is the character the work then assumes in its relation to the individual war cripple. It becomes regarded much as is the public school system; the soldier is thus entitled to training by virtue of his rights as a citizen and an honorable public servant. There is of charity no taint whatever.

With an acknowledged national responsibility, the facilities provided can keep pace with, or indeed ahead of, the requirements. The work can be carried out on a plan fixed in advance, and its standards be consistent country wide.

Another advantage of Federal control lies in the simplicity of integration between the medical and educational interests. The former is under military and, therefore, national authority, and simplification of procedure can not but result from having the latter of like scope. The training classes must in many instances be carried on in medical institutions, as there is a considerable period of convalescence in which the men should be under reeducation. Again, one of the principal methods of restoring disabled soldiers to health is the prescription of specified exercise, and it has been found that this is best gained in workshops rather than with mechanotherapeutic apparatus. Finding that they can do some practical thing, however simple, is immensely encouraging to men who may have lost all hope of future usefulness. Occupational therapy plays now one of the leading rôles in the convalescent treatment of the wounded, and this makes all the more desirable a close relation between the two branches of the work.

A central and national direction of the work for war cripples does not in the least preclude the utilization of volunteer effort and facilities. Such private assistance will be more than desirable; it will be essential. For trade classes it may be better to obtain the use for part time of shops in existing schools—institutions which will be in position to afford such facilities on account of the number of their regular students who will have been called to arms. In England the technical institutes are being widely used; in France many war cripples are being instructed in the regular schools of agriculture.

But under these conditions the private contribution helps rather than hampers the effectiveness of the national plan.

#### II.

## FRANCE.

Vocational reeducation for disabled soldiers, as it is carried on in France, is not the realization of a careful plan prepared by the Government in advance for an expected situation, but is the result of various isolated attempts to cope with a great national emergency. In the autumn of 1914 large numbers of men wounded in the retreat from the Belgian border and the battles of the Marne and the Aisne were being turned out from the military hospitals. They were, perhaps, cured of their wounds, but they were unfit for further military duty, and were therefore discharged from the army. That many of them were equally unfit for civilian life did not at that time concern the French Government. It bestowed upon them the tiny pension allowed under a long-standing law and sent them to their homes. How to help them to earn a decent living and to become again useful, self-respecting citizens became then questions for each community to solve.

#### RISE OF REEDUCATIONAL SCHOOLS.

A solution that went deeper than mere charitable giving was first worked out in the city of Lyons through the initiative and foresight of the mayor of the city, M. Édouard Herriot. M. Herriot proposed that the city should organize a school where men incapable of resuming their former occupation should be taught a new trade compatible with their disability. He secured for his project the approval of the municipal council, and on December 16, 1914, he opened a school. Three pupils only were enrolled at the beginning, but applications came in rapidly and by May of 1915 the school was full to overflowing. A second school was then established in the suburbs of the city. These two institutions—the first, known as the École Joffre, and the second called the École de Tourvielle—have served as models for most of the other schools since formed in nearly every city of importance in France.

Shortly after the organization of M. Herriot's pioneer trade school for disabled men the National Government recognized the need for

<sup>1</sup> Material for this chapter prepared by Gladys Gladding Whiteside.

<sup>2</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, pp. 46-49.

Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, pp. 113-129.

work of this kind and took steps to create a national school of reeducation. A home for industrial cripples at Saint-Maurice, on the outskirts of Paris, was taken by the Government for this purpose, and in May, 1915, was opened as the Institut national professionnel des invalides de la guerre. The Government made this institut a model school, capable of training 300 men, but it left the establishment of similar schools throughout France to other agencies.

The realization that the problem of the mutilés could be solved by reeducation soon became general, and various public and private agencies began to organize reeducational institutions. In Paris and in the Provinces national associations for aiding the mutilés, departmental and municipal governments, local committees, chambers of commerce, trade unions, and private philanthropists took up the work. All through 1915 schools of various kinds sprang up throughout the country.

The minister of commerce was one of those who early perceived the need of providing trade training for discharged soldiers. He proceeded, therefore, to do everything possible to adapt the existing vocational schools under his jurisdiction to the needs of disabled men. Under instructions from him the department of technical education made an examination of the trade schools to ascertain in what measure they could be utilized for reeducation. The result of this examination was a report, dated June 3, 1915, to the minister of commerce, suggesting a plan and program for the work. The report stated that not all the schools of technical education could be utilized, inasmuch as some had no capacity for additional pupils or taught trades not suitable to disabled men or could not undertake the placement of any more apprentices in their trades. It was found, however, that a large number of schools could give instruction to mutilés. In some schools it would be possible to receive men into the same classes as the regular pupils. In others special sections for disabled men could be formed. In these last cases the aid of the municipality or of the trade union was sometimes, but not always, necessary to cover the expense of the additional instruction and equipment. The directors of a few schools undertook to organize separate schools for the mutilés under the control of the minister of commerce and to make them new centers of special technical instruction.

Ten months afterwards this program was largely realized.<sup>6</sup> In national schools of arts and crafts, national trade schools, and practical business and industrial schools courses were arranged to teach disabled men how to be self-supporting.

6 Ibid., pp. 112-122.

<sup>4</sup> Ibid., and Bittard, A. L.: Les écoles de blessés. Paris, 1916, pp. 68-125.

Bittard, A. L.: Les écoles de blessés. Paris, 1916, pp. 110-111.

The minister of agriculture also attempted to organize reeducation in the existing agricultural schools. Unfortunately, many of the most conveniently situated schools had already been taken over for hospitals and could not be used for instruction. Some of these have only recently been given back. The minister of agriculture has, however, organized sections for the mutilés wherever he could find suitable accommodations.

The schools of all kinds now in operation for the reeducation of disabled soldiers number more than 100. Some have no more than a dozen pupils, while the larger ones can accommodate from 200 to 300 men.<sup>8</sup> A list of these schools will be found in the appendix.

## CENTERS OF PHYSIOTHERAPY, PROSTHETIC EQUIPMENT, AND REEDUCATION.

The great majority of schools thus formed by public or private initiative had no connection with military hospitals and received as pupils only discharged soldiers. The National Institute at Saint-Maurice was, however, in close proximity and connection with a large hospital, and its pupils were not only discharged soldiers but also men undergoing treatment in the hospital. There were two other notable exceptions to the rule, in two schools organized by the Union des colonies étrangères, a group of foreign residents in Paris, who have raised large sums for the establishment and maintenance of schools for French soldiers. One of their schools was organized in the Grand Palais, in Paris, where there is a large physiotherapeutic hospital; another is connected with a convalescent depot for amputation cases at Maison-Blanche, Neuilly-sur-Marne. In both of these schools the pupils are inmates of the adjoining hospitals.<sup>10</sup>

In 1916 the Government became convinced that vocational reeducation should be started before discharge, and it decided therefore to organize schools in connection with the large physiotherapeutic hospitals and amputation depots scattered over the country. The decision was made public in a decree issued by the undersecretary of state for the medical service (corresponding to our Army Medical Service), dated June 2, 1916.<sup>11</sup>

As the Government did not wish to enter into competition with the schools already running or to duplicate their work, the undersecretary of state announced later that he would make use, wherever

<sup>&</sup>lt;sup>7</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, pp. 205-206.

<sup>&</sup>lt;sup>8</sup> Harper, Grace S.: Vocational reeducation for war cripples in France. New York, 1918, p. 13.

Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916, pp. 95-96.

<sup>10</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, pp. 202-204.

<sup>&</sup>lt;sup>11</sup> Journal des mutilés, réformés et blessés de guerre. Paris, 1916, No. 12, p. 4.

possible, of the schools in the neighborhood of the hospitals by annexing these schools to the hospitals.<sup>12</sup> He has also stated that he intends to establish hospitals of physiotherapy in connection with every reeducational school doing effective work.<sup>13</sup> These plans are being gradually carried out.

At the present time, as a result of the new policy, there is in every military region of France a hospital, or hospitals, of physiotherapy to which has been annexed a school of vocational training. Eleven of these combined institutions are connected with shops for manu-

facturing artificial limbs and other appliances.14

According to the order issued by the undersecretary in June, 1916, a man needing functional treatment for his injury is to be sent from the general hospital to the physiotherapeutic hospital into which that general hospital empties, or to the one nearest his home; a man needing an artificial appliance is to be sent to the corresponding institution of prosthetic equipment (centre d'appareillage). While undergoing the needed treatment, or while waiting for his appliance, he can commence his trade training in the annexed school. A difficulty encountered with this system is that when a man has received all the functional treatment which will benefit him, or when he has received his appliance, he expects his discharge. On receiving it he leaves the institution and breaks off his course of training. In order to overcome this difficulty the undersecretary of state for the medical service has stated that he will, when the case demands, defer the discharge until the course of training is complete.

The model hospital of physiotherapy in France has been installed by the Government in the Grand Palais, in Paris. Treatment administered there and in similar institutions is designed to restore the greatest possible use of their limbs to men who have received so-called functional injuries. The term "functional reeducation" is applied to this treatment. It embraces all the different curative methods included in the general term physiotherapy, such as baths. massage, electricity, heat, radium, and exercising apparatus. In this field French doctors are said to have developed a high degree of skill. A study of French methods would have undoubted value for American physicians, but, as it is a medical matter, the subject will not be treated in this report.

The kind of artificial limbs provided is, on the contrary, a matter of vital interest to everyone interested in the subject of trade training for war cripples, and will therefore be covered in a later section.

<sup>&</sup>lt;sup>12</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, pp. 50-51.

<sup>18</sup> Ibid., p. 54.

<sup>&</sup>lt;sup>14</sup> Harper, Grace S.. Vocational reeducation for war cripples in France. New York, 1918, p. 31.

 <sup>&</sup>lt;sup>16</sup> Journal des mutilés, réformés et blessés de guerre.
 Paris, 1916, No. 12, pp. 4-5.
 <sup>16</sup> Office national des mutilés et réformés de la guerre.
 Bull. No. 1. Paris, 1917, p. 51.





FRENCH WAR CRIPPLES WITH DOUBLE-ARM AMPUTATIONS RESTORED TO USEFULNESS AS AGRICULTURAL WORKERS.



#### INTERESTS OF THE DIFFERENT MINISTERIES

The National Institute at Saint-Maurice is under the control of the minister of the interior, and is supported entirely by funds placed by the National Assembly at the disposal of the minister of the interior 17

The schools created by public bodies—departments, municipalities, chambers of commerce, hospitals, and the like-and those which after their creation by private committees, have been placed under the administration of a public body, are supported in part by the body which established or now administers them, and in part by the State. The public body must provide the necessary workshops and a building to house the pupils or must be responsible for placing the apprentices in private shops and lodging them in boarding houses or families. The body derives its funds from subscriptions and contributions from official and private sources. Any further funds that may be necessarv are provided by the State through a subvention from the minister of the interior, which is paid out of the credit voted to the minister of the interior by the National Assembly.

In order to obtain this subvention from the minister of the interior, reeducational institutions must submit for his approval their projected budget, their program, and particulars of their organization. They must give, among other things, detailed information on the trades which they can teach, the probable number of their pupils, their system of instruction, the weekly teaching schedules, the equipment of the schools, the length of apprenticeship. probable wages at the end of the apprenticeship, and the degree and kind of disability compatible with the trades taught.

The state subvention is not limited, however, to schools established or administered by public bodies. It may be secured by schools organized and administered by societies or individuals. In order to obtain the subvention, such schools must present a statement showing their program, organization, resources, and probable expenses. If the State decides to grant the subvention, the amount is made to depend on the number of pupils and the social and economic value of the work undertaken.

By granting a subvention the State does not bind itself to renew the grant in whole or in part. By accepting such a grant, however, the school is bound to submit to Government inspection.

The schools and courses organized for disabled men by the ministers of commerce and agriculture receive grants from the minister of the interior under the same conditions as other schools. 18

France. 28 Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, pp. 7-8.

<sup>17</sup> Norman, Sir Henry: The treatment and training of disabled and discharged soldiers in France. London, 1917, p. 4.

The minister of the interior, therefore, through his disposition of the funds voted by the National Assembly for the support of reeducational institutions, exercises a control over the greater number of the schools for disabled men in France. It is true that an interministerial commission, composed of representatives of the ministries of the interior, war, navy, public instruction, commerce, agriculture, labor, and finance, was formed in April, 1915, to study the whole question of reeducation and to assign parliamentary funds, but in actual practice this commission has been little more than an advisory board under the control of the minister of the interior.<sup>19</sup>

National aid to the mutilés was not, however, completely and formally centralized in the ministry of the interior. The ministries of commerce and agriculture shared in the work by reason of their control over the technical policies of their schools. The minister of war, through the undersecretary of state for the medical service, was concerned in the reeducation of men not yet discharged from the army, for these men were still nominally soldiers. The minister of war had, also, founded a placement bureau. The ministry of labor participated because the placing of disabled men in trades was obviously a labor question.<sup>20</sup>

This division of authority resulted often in overlapping or conflicting activities, in the failure to give a common direction to the work, and in a credit voted to the minister of the interior by the work, and in a waste of money and effort.<sup>21</sup>

To prevent the continuance of these conditions it was clearly necessary to combine the activities of the different ministries in reference to disabled soldiers into some central coordinating department. It was equally clear that there was need of a central board or bureau to unify the aims and methods of the many schools that had sprung up during the first year and a half of the war. Through the efforts of these schools opportunities for reeducation had been opened to disabled soldiers in nearly every district in France. Many of them had accomplished remarkable results. But they were local and disparate reactions to an emergency and could not be regarded as a uniform system of reeducation.

#### THE NATIONAL OFFICE.

With this need of coordination in mind, the ministers of war, labor, and the interior created in March, 1916, by an interministerial

<sup>19</sup> Todd, John S.: A report on how France returns her soldiers to civilian life, in American Journal of Care for Cripples. New York, 1917, v. 30.

<sup>&</sup>lt;sup>20</sup> Norman, Sir Henry: The treatment and training of disabled and discharged soldiers in France. London, 1917, p. 4.

<sup>&</sup>lt;sup>21</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, pp. 3-4.

decree, the Office national des mutilés et réformés de la guerre.<sup>22</sup> This national office comprises a central office with headquarters at Paris, and departmental offices or committees located in the eighty-odd départements, or administrative districts of France. The function of the central office is to coordinate the work of reeducation all over the country; that of the departmental offices to see that the work done in the several departments is in harmony with the plans of the central office and has internal unity. The activities of the central office are divided among a committee of administration, a committee of reeducation, and a "committee of improvement," the last being a group of eminent men and women connected with reeducational work, who look after the general interests of the mutilés.

The committee of administration is made up of representatives from the ministries of war. labor, and the interior—two from each ministry. It has two presidents, the minister of labor and the undersecretary of state for the medical service. Serving as vice presidents are the director of statistics, the director of the bureau of public aid, and the head of the pension bureau.

## Registry of Disabled Men.

As a basis for intelligent effort on behalf of the mutilés, the committee of administration has undertaken to keep a registry of every invalided soldier. To this end it has prepared a registration blank on which can be indicated a man's residence, his dependents, his civil or military status, his schooling, the nature of his disability, his former occupation, the reeducation, if any, that he has received, and the kind of employment he desires. This blank is filled out by the medical service for every man in hospital before he leaves. To it is attached a card of "medical observation," describing his prosthesis, if he has one, his functional capacity, and his aptitude for vocational reeducation. The blank and the card are then sent back to the national office. When a man finds employment, a placement card describing his situation completes the record. In order to include in the registry men who were discharged from hospitals before this system was started the national office has asked the prefects of Departments to see that the disabled men in their Department fill out the registration blank and return it to the office. The office asks also the reeducational schools to supply facts from their records. In these ways an effort has been made to obtain some information about every pensioned soldier listed in the Journal Officiel.

## Investigation Among Employers.

Along with this registration work the committee has gone into the question of possible occupations for men of various disabilities. By

<sup>&</sup>lt;sup>22</sup> The following account of the Office national des mutilés et réformés de la guerre is based on its Bulletin No. 1. Paris, 1917.

means of extensive inquiries among placement agencies, labor inspectors, and manufacturers, it has been able to draw up tables showing on the one hand the occupations open to men with all the different disabilities, and on the other the disabilities compatible with different occupations. The investigation brought to light many cases in which men who had suffered industrial accidents were earning good livings. These cases the committee has held up as encouraging examples to the victims of the war.

The manufacturers have also been informed of ways in which they may help in the rehabilitation of disabled soldiers. It has been suggested to them that they reserve a certain number of places for soldiers; or, if the work in their shops is unsuited to cripples, that they introduce the special devices which have been invented to adapt machinery to men of various disabilities. Large industrial concerns are asked to install special workshops in which war cripples can serve an apprenticeship in either their old trade or a new one.

# Investigations of Schools.

The reeducation committee of the national office is a continuation of the old interministerial commission and has the same duties, namely, to study the subject of reeducation in all its aspects and to advise the minister of the interior in the matter of subventions. In order to obtain precise information about the work of the various schools the committee sent out twice in 1916 a questionnaire asking the schools for the details of their organization and accomplishments. The information desired covered the following points: The number of boarding and day scholars in the school, the composition of its teaching and directing staff, the machinery and tools used, the school's financial situation (receipts and expenditures), the trades taught, the number of disabled men reeducated during the last six months, the number of days of attendance, the list of men placed in positions on the completion of their course, with a note to indicate whether these men were placed in their former trade or in a new one. Analysis of the answers has given the national office a general view of the state of reeducation in France. A repetition of the investigation will enable the office to follow the progress of the work. It will also give ideas for the future. It will, for example, give definite facts, by the light of which the office can decide whether new schools should be organized and whether a certain kind of institution should be developed at the expense of another.

The committee of improvement is composed of the members of the committee of administration, of certain senators and deputies who have shown their interest in the problem of the mutilés, and of the heads of prominent aid societies for the mutilés. It endeavors to improve the legal status of disabled men and to secure their social betterment.

## Programs for Centers of Readaptation.

The three committees of the national office, united in a general session, have drawn up a plan for a system of reeducation to be spread over the whole of France. There should be, they have said. in every important part of France a "center of readaptation," by which they meant a group of those activities by which wounded men are restored to functional health and economic independence. In most of the districts this group was not to be localized in one town or city, but was to be distributed over several. A complete center of readaptation should comprise (a) a hospital or hospitals of physiotherapy, where the invalided soldier receives his functional reeducation and finishes his treatment; (b) an institution of prosthetic equipment, where artificial limbs are made and distributed; and (c) a school or schools of reeducation, where there is provided agricultural, commercial, or trade training. The office has grouped all the schools in France into 30 of these centers, and has defined clearly which departments should be tributary to each center. In practically every case each center includes several schools, but in a number of instances several centers depend upon a common institution of prosthetic equipment. It is recommended that the number of these institutions be increased and that there be a considerable addition to the number of local prosthetic workshops for repairs, where the mutilés can have their appliances repaired or altered, with little inconvenience to themselves.

## Departmental Committees.

The composition and functions of the departmental and local committees have been set forth in a notice issued by the national office, dated June 30, 1916. In general, the committees shall consist of representatives of different civil and military administrations and certain other interests. For instance, the minister of labor may be represented by the local labor inspector and by the head of the departmental employment bureau; the minister of war, by a delegate of the general in command of the regional subdivision, by an officer of the pension bureau, and by an army medical officer. The departments of agriculture and education will be similarly represented. Other members of the committee are to be chosen from medical men, employers' associations, trade-unions, insurance societies, and rural credit banks. Members will be appointed by the prefect of the department, and the president of the committee shall be the prefect, or a person delegated by him. Existing departmental committees will be gradually reconstituted to represent these interests.

The first task of the departmental committees is to see that each wounded soldier receives the training of which he is in need. It is

recognized that each man should be offered a chance to acquire a trade suited to his capacities, and that every effort should be made to induce him to take advantage of the opportunity. To this end representatives of the committees call on the men in hospitals and point out the advantages of trade training. If the visitors are men of the same trade as the injured man, they can often convince him of the possibilities for work still open to him.

A second task for the departmental committees is to investigate the labor situation in order to discover which trades are least crowded, and in which, therefore, disabled men will have the best

chance of finding employment.

Each departmental committee is expected to maintain close relations with the reeducational school, or schools, in the department. If no school exists in the department, and if there is none in a neighboring department which can serve the purpose, it is the duty of the committee to organize a school. The national office will inform the committee of what cooperation and support in organizing the school it can expect from the State. The national office recommends that the committee try to make it possible for men to begin their vocational training while they are receiving "functional reeducation."

The notice issued by the national office states further that the departmental committee should open a bureau of information to maimed men on the subject of any new inventions or improvements of existing apparatus which come to its notice. It should also give out information to help men to understand the workings of any laws from which they might benefit. For instance, to the man who decides to settle on the land it should explain the system of rural credits; to the town workman, the laws relative to cheap dwellings, insurance, and workingmen's pensions. Any new laws passed by the national assembly concerning the mutilés should be made known to them.

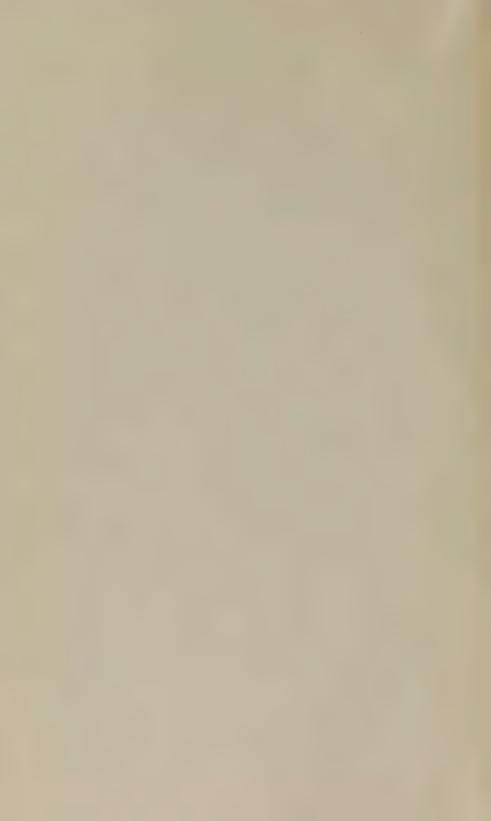
When the work of aiding the mutilés in a department is too extensive for a single committee there should be organized local committees having the same relationship to the departmental committees as these have to the central office.

While the excellent plans for an adequate and uniform system of reeducation which have been worked out by the national office have not all been carried into effect, they show what French reeducational experts hope to accomplish and the methods they consider best to employ. Greater authority will have to be given to the national office if it is to realize its program.

No mention has been made in this section of the placement activities of either the central office or the departmental committees, since the subject of placement is to be considered in a later section.



CRIPPLED SOLDIERS AND THEIR CRIPPLED TEACHER IN A TAILORING CLASS AT PARIS.



## SCHOOLS: METHODS AND ORGANIZATION.

## Methods of Providing Instruction.

Almost all of the schools in France are boarding schools, and comprise workshops, classrooms, dormitories, and dining halls. M. Herriot, acting on the principle that good living makes men capable of good work, adopted the boarding school or internat system for his school at Lyons. A majority of the schools afterwards formed followed his example. This system is generally believed to be the best suited to the needs of the French mutilé. The arguments in its favor have been summed up by Dr. Carle, the first physician in chief of the Lyons schools, as follows:

The advantages are incontestable. It affords an opportunity for complete supervision, and for influencing the pupils morally as well as mentally. It assures continuous work under the same masters. It makes discipline more effective since there is a single authority over the men. Principles of hygiene and right living can be inculcated, and a better chosen diet can be furnished than is supplied in any workingmen's boarding house. Finally, teachers and directors are enabled to know their pupils not only as workmen but as men, and are therefore better able to help them through the difficulties and discouragements of the early period of training.<sup>23</sup>

The National Institute at Saint-Maurice and the large schools at Bordeaux, Montpellier, Saint-Étienne, and Rouen are examples of the successful working of this system. Organized as internats, such schools nevertheless receive as externes men living in the town and in the adjoining convalescent institutions.<sup>24</sup>

The comparatively few days schools which exist are largely guild schools which have opened their doors to disabled men.<sup>25</sup> Among these are the workrooms for mutilés organized in the rue des Épinettes in Paris by the unions of tailors and shoemakers, and the special courses started in their own school for apprentices by the union of jewelry makers. Some other schools organized in Paris by private philanthropists have also chosen to be purely externats. Mme. David-Weill's school for woodworking is one, and the École Rachel, for mechanics, founded by M. Rosenthal, is another.<sup>26</sup> These schools furnish excellent instruction, but they are unable to supervise the living conditions or habits of their pupils. The danger is that men living in cheap boarding houses will be distracted from their work by the temptations of the town and will become irregular in their attendance or discontinue their training altogether. Some-

a Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, p. 28.

 <sup>■</sup> Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916,

 ■ Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917,

<sup>&</sup>lt;sup>20</sup> Weill, Mme. David: Les mutilés et estropiés de la guerre dans la menuiserie et queiques autres industries du bois. Paris, 1917, p. 3. École Rachel. Rapport. 1917.

times an offer of employment which promises immediate support causes them to give up the training which would place them eventually in a much better situation. Some of the disadvantages of the day school are nullified when the men live in the town with their families 27

A third type of school, or rather a third method of furnishing instruction, consists in placing men as apprentices in private shops and in providing living accommodations for them in a general lodging or boarding house. A lodging house of this kind is maintained in Paris, at 4 rue Rondelet, as an annex of the National Institute of Saint-Maurice, for the benefit of men who wish to learn trades not taught at Saint-Maurice. Special arrangements are made by the National Institute with the employers in order to assure to the apprentices a favorable reception and good instruction.<sup>28</sup> The system has also been established at Tours, where the reeducation work was organized by an association known as the Assistance aux convalescents militaires. Excellent results have been achieved here by reason of the thorough supervision maintained over the apprentices by the director of the work.<sup>29</sup>

There also exists the system of placing men as apprentices in private shops without providing living accommodations for them. Aid societies which adopt this method of helping men to learn a trade grant them a daily allowance for their maintenance during their period of training. The Fédération nationale d'assistance aux mutilés and the Aide immédiate have helped men in this fashion.<sup>20</sup>

Many objections have been urged against the apprenticeship system by the advocates of the schools. Certain advantages in the system are conceded—workshops do not have to be acquired and fitted up; an infinite variety of trades can be taught; there is immediate placement; and the men live and work under more or less normal conditions. But the prevailing opinion is that the disadvantages outweigh the advantages; that trade training can be profitable to disabled men only when it is carried on in a regular school. Unless men are housed in an institution, there is a complete absence of supervision over their habits of life. Irregular attendance and an interrupted course are the danger here, as they are in a day school. Furthermore, men placed with private employers may or may not secure good instruction. In order to make sure that each one of, say, a hundred men placed with a private employer does receive the proper training there must be a very complete system of inspection and control. An employer or foreman may have good intentions toward an apprentice

Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, p. 27.
 Bittard, A. L.: Les écoles de blessés. Paris, 1916, p. 108.

<sup>&</sup>lt;sup>29</sup> Harper, Grace S.: Vocational reeducation for war cripples in France. New York, 1918, pp. 59-60.

<sup>20</sup> Musée Galliera. Paris, 1916, pp. 18, 24.

and yet not take the pains to arrange the man's work so that he will learn all the steps of the trade in a reasonable length of time. Or an apprentice may be considered simply as another hand-cheap labor to be used for all he is worth 31

# Pupils: When and How Obtained

There is not a perfect agreement in France as to when a man should begin his vocational reeducation. Should the reeducation schools accept as pupils only those men who are completely cured of their wounds and who have either received their discharge from the army or are on indefinite leave awaiting their discharge? Or should men be allowed to take up training during their convalescence. while they are inmates of a military hospital? A number of the schools announced definitely at first that they would accept as pupils only men who were cured. The École Joffre, the École de Tourvielle, and the schools at Saint-Étienne, Rouen, and Montpellier, among others, took this stand.32 Their guiding principle in this decision was their belief that a man can not devote all his energies to learning a trade while he is undergoing treatment for his injuries. Mme. Weill, in a report to the interallied conference, expressed her fear that men who start work at a trade too soon will find it so difficult or so painful that they will give up the attempt for good.33 On the other hand, the medical service, as has been seen, has annexed schools to hospitals of physiotherapy in order to make it possible for men to start their training while undergoing the final stages of their treatment. Existing schools utilized for this purpose have, therefore, had to revise their rulings. Some of the most distinguished specialists in France, among them Prof. Amar, Dr. Bourrillon, and Dr. Gourdon support the Government in its belief that functional and vocational reeducation can be dovetailed.84

· Cooperation between hospital and school has from the beginning been successfully carried out at Saint-Maurice and in the schools organized by the Union des colonies étrangères at the Grand Palais and Maison-Blanche. And the schools at Montpellier and Bordeaux. since their annexation to hospitals, have found their usefulness

<sup>&</sup>lt;sup>31</sup> Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, pp. 22-26.

<sup>&</sup>lt;sup>32</sup> Ibid., p. 32, and Breuil, I.: L'École professionnelle des blessés de la guerre à Rouen. Rouen, 1916, p. 19. Jeanbrau, Émile: L'École professionnelle des blessés de la XVI e région à Montpellier. Montpellier, 1916, p. 32. École professionnelle des blessés mili-taires du département de la Loire. Saint-Étienne, 1917, p. 10.

<sup>33</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions

qui intéressent les invalides de la guerre. Paris, 1917, p. 167.

\* Ibid., p. 167, and Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916, p. 93. Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, p. 51.

increased.<sup>35</sup> A statement is found in a recent book on the École de Tourvielle by its director, M. Gustave Hirschfeld, that "it is to be hoped that some day physiotherapy will be installed at Tourvielle, as the combination of functional treatment with trade training has everywhere yielded good results." <sup>36</sup>

According to present French opinion there are very great advantages to the men themselves of commencing their training as early as possible in their convalescence. For one thing, the men are set to work and made interested in a trade before they have had an opportunity to form bad habits of idleness and intemperance.<sup>37</sup> For another their cure is often hastened by the lift to their spirits and the exercise of their muscles occasioned by the work.<sup>38</sup> Then, too, many more men can be induced to take up training at this stage than later, when they have returned to their homes.

Schools which take only discharged soldiers have found it difficult to get men to embrace the opportunities offered. A few schools, as, for instance, the famous Lyons schools, which have attained a great reputation throughout the country, may have a waiting list of applicants, but in general the schools have had to resort to all kinds of advertisement in order to obtain pupils. They have used advertisements in newspapers, notices posted in hospitals, handbills, and postcards, and have still been disappointed in the response.<sup>39</sup> In an endeavor to increase the schools' sphere of usefulness the minister of the interior presents to each man discharged from the army a booklet. which informs him of the schools in the different parts of the country to which he can go for training and urges him to take advantage of one of them. The booklet contains a list of the trades taught in each school and the average wages in each trade, and men are told exactly what steps they should take to secure admission to any desired course. Three photographs in the booklet show maimed men at work.40

In order to reach men who have returned to their homes the Government conducts reeducation propaganda in the form of illustrated lectures, moving pictures, and posters.<sup>41</sup> And it urges prefects and mayors to do everything possible to induce men to take up training.

<sup>&</sup>lt;sup>25</sup> Gourdon, J.: Rapport général sur l'école pratique et normale de rééducation professionnelle des mutilés et estropiés de guerre de Bordeaux. Bordeaux, 1917, pp. 7–8. Bulletin de l'oeuvre des mutilés de la guerre de la XVI° région, 1° Octobre, 1916. Montpellier, 1916, p. 36.

<sup>26</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 72.

<sup>&</sup>lt;sup>37</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, p. 50. <sup>28</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 193.

<sup>\*\*</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui interéressent les invalides de la guerre. Paris, 1917, p. 164. Œuvre nivernaise des mutllés de la guerre. Nevers, 1917, p. 13.

<sup>40</sup> Norman, Sir Henry: The treatment and training of disabled and discharged soldiers in France. London, 1917, pp. 32-33.

<sup>41</sup> Ibid., p. 8.

In some of the departments the prefect collects from the mayors of the different communes in his department the lists of disabled soldiers and their present means of existence. He then summons together at the prefecture those who could benefit from reeducation and explains to them what opportunities are open to them.<sup>42</sup>

In spite of the campaign of propaganda and the obvious advantages to be gained from trade training an investigation conducted by the national office showed that in June, 1916, the number of men in reeducation schools was extremely small when compared with the number of mutilés incapable of resuming their former occupations. Lack of facilities for reeducation was not the cause of this situation, for the national office further reports that the existing schools could take care of all the demands for training that might be made on them.<sup>43</sup>

The difficulty lay rather with the men themselves. Many men refused to enter upon a course of training through fear that if their earning capacity were increased their pensions would be correspondingly diminished. Others became demoralized by the adulation and pity of their family and friends and thought that no work should be expected from men who had sacrificed so much for their country. Still others looked forward to obtaining a small place with the Government, a sinecure in which they could putter comfortably for the rest of their lives. For the widely current belief that reeducation would affect a man's pension there was absolutely no foundation. and the Government has recently contradicted it in public announcements by the different ministries and in notices to disabled soldiers. A definite statement that "in no case shall the amount of the pension be reduced because of vocational reeducation or readaptation to work" is incorporated in the Rameil law, which first passed the Chamber of Deputies in April, 1916, and finally became law in January, 1918.44 Furthermore the minister of the interior has ruled that the final adjustment of pension claims shall be effected more rapidly for men in vocational schools than for any others.45

After it was decreed that schools should be organized in connection with hospitals of physiotherapy and prosthetic equipment and that certain existing schools should be annexed to hospitals it became easier for those schools to recruit their pupils. In the combined centers, as they are now managed, a list of the entrants in the hospital is turned over to the director of the school. The director then calls the men together, talks with them in a friendly way, and secures

<sup>42</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 164.

<sup>48</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917,

<sup>&</sup>quot;Journal des mutilés, réformés, et victimes de la guerre. Paris, 1918, No. 50, p. 2.

"Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, p. 167.

the promise of as many of them as possible to take up some course of training suited to their tastes and abilities. Often those who hold out have their resistance overcome by the example of their comrades. Dr. Kresser, head of the school at Maison-Blanche, writes:

The best recruiting agency for the schools is the example of the man who works at a trade during the day and who, on his return to his pavilion in the evening, tells his companions what he has been doing and what he has earned."

Men in hospital can also be influenced by doctors and nurses and by the visitors delegated by the departmental committees.

As proof of the increased usefulness of schools when attached to hospitals, Dr. Gourdon, who is head of the reeducation school at Bordeaux, states that at its beginning, when the school received only discharged soldiers, 80 per cent of the men to whom it offered an opportunity for training refused to avail themselves of it, whereas after the school was attached to the hospitals of physiotherapy and prosthetic equipment in the city, the number of refusals was reduced in two months to 6 per cent, and at the present time is zero.<sup>47</sup> Testimony to the same effect is supplied by M. Chancrin, in his report on agricultural reeducation contributed to the interallied conference. The National Agricultural School, he declares, was able to render really valuable service only after a hospital of physiotherapy was installed in the vicinity and the men undergoing treatment there were received as pupils.<sup>48</sup>

When men in hospital who are taking training in an annexed school have completed their functional cure or received their prosthetic appliance, they are recommended for discharge from the army. They can then, if they wish, demand to be sent to their homes, in which case their training will be broken off; or they can ask to be sent to some other school not annexed to a hospital; or they can remain until they have finished their course.<sup>49</sup>

## Support of Men During Training.

Before men are recommended for discharge they are, of course, still soldiers, and their support is borne by the ministry of war. If after their recommendation for discharge they enter or remain at a reeducational school, some other agency provides their maintenance.

The greater number of the large schools on the internat plan furnish instruction, board, and lodging, and usually clothing and

<sup>46</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 164.

<sup>47</sup> Gourdon, J.: Rapport général sur l'école pratique et normale de rééducation professionelle des mutilés et estropiés de guerre de Bordeaux. Bordeaux, 1917, pp. 7-8.

<sup>©</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 213.

Journel des mutilés, réformés, et blessés de guerre. Paris, 1916, No. 13, p. 5.

laundry free of charge. No deduction is made from a man's pension for these benefits, but if instead of a pension he is drawing the temporary allowance of 1 franc 70 centimes a day granted to men awaiting their discharge at home, he has the sum of 1 franc 20 centimes a day deducted from his allowance. 50 This would seem to be an injustice to men, the settlement of whose pension is pending, but the minister of the interior has ruled that as the sum is granted for maintenance to men awaiting their discharge at home instead of in a hospital, it can not be given to men who are being supported by the State in a reeducation school.<sup>51</sup> As soon as their pension begins, no deduction is made from it to defray the cost of their training. Up to that time the family continues to draw the separation allowance. Afterwards, if the separation allowance was larger than the pension, the difference between the two is added to the pension during the man's period of training. The length of the period of training during which the family draws this benefit is determined by the departmental committee.52

The large internat schools have found that the average cost per pupil per day for maintenance and instruction is about 5 francs. 58

In the day schools instruction is free, and maintenance is usually provided by one of the large aid societies, such as the Fédération nationale or the Aide immédiate. No deduction is made from either the temporary allowance or the pension and the society grants in addition 3 francs 50 centimes or 4 francs a day. It holds up its grant if the pupil is absent from school without cause.54

The present scale of pensions in France is based on an old law dating from 1831 and is admittedly inadequate to present-day needs. The Government has recognized the deficiencies of the pension system and has brought forward a bill embodying a comprehensive scheme of revision, but for one reason or another the passage of the bill has been delayed and it is still under consideration by the National Assembly. Under the old law now in force the permanent pension of a common soldier is from 600 to 975 francs a month, according to the degree of his disability.55

<sup>50</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 62. Jeanbrau, Émile: L'École professionnelle des blessés de la xvi e région à Montpellier. Montpellier, 1916, p. 55. Bour-rillon: Comment rééduquer nos invalides de la guerre. Paris, 1916, pp. 96-97. Œuvre nivernaise des mutilés de la guerre. Nevers, 1917, p. 8.

<sup>&</sup>lt;sup>51</sup> Carle, M.: Les Écoles professionnelles de blessés. Lyon et Paris, 1915, p. 104.

<sup>52</sup> Journal des mutilés, réformés, et victimes de la guerre. Paris, 1918, No. 50, p. 2. Loi du 2 Janvier, 1918.

<sup>53</sup> Bourrillon, Maurice: Rapport sur l'institut national de Saint-Maurice, 1917, p. 13. Deville, A.: Rapport sur le fonctionnement de l'école de rééducation de la place du Puitsde-l'Ermite. Paris, 1916, p. 20. Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 72.

Musée Galliera. Paris, 1916, pp. 18, 24. École Rachel. Rapport. 1917, p. 1.

<sup>\*</sup> Harper, Grace S.: Vocational reeducation for war cripples in France. New York, 1918, pp. 19-22,

## Wages.

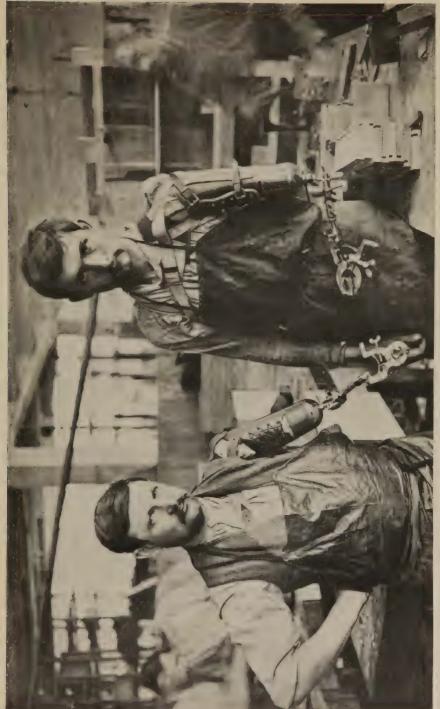
In many schools wages are paid, beginning with 50 centimes or 1 franc a day and reaching later 4 to 6 francs a day. In others the product of the workshop is sold and the proceeds, less the cost of the raw materials, are divided among the workmen. This is the case at Saint-Maurice, where a half of the sum thus earned is paid out at the end of every fortnight, and the other half saved by the school and paid to the man in a lump sum when he leaves. At Tourvielle the value of the labor put into articles made in the shops is paid for whether the articles are sold or not, the money being divided among the workmen at the end of every month according to their productive capacity. Men are encouraged to save at least a part of it so that when they leave they will have money to buy needed tools or equipment.

At Saint-Claude, in the school for diamond cutters, pupils are paid 2 francs a day during the first month, and then a gradually increasing sum until during the sixth month they earn 4 francs a day. During the next three months they receive 75 per cent of the average wages of a workman outside, and during the eleventh and twelfth months full wages, less 50 centimes a day for the running expenses of the shop. In this school, however, pupils are required to pay a small weekly sum for their board and lodging. 57 At Saint-Etienne the net proceeds from work done in the shops are divided into three sums-25 per cent goes to the school for the upkeep of tools and equipment, 25 per cent to the foremen as an addition to their salaries and to encourage them to an increased productiveness of the shops, and 50 per cent is divided among the pupils. Half of the pupil's share is paid to him in cash and half is deposited for him in the savings bank, to be drawn only when he leaves the school.<sup>58</sup> At Tours, where there is carried on a model system of apprenticeship with private employers, apprentices receive from the employers the wages which their services are worth. At the beginning the pay may be very small, but it is eked out by a small monthly allowance from the association in charge, the Assistance aux convalescents militaires, which adopts this method of encouraging the men to continue the work. Without such help the men might yield to the temptation of leaving the work in which they were receiving valuable training

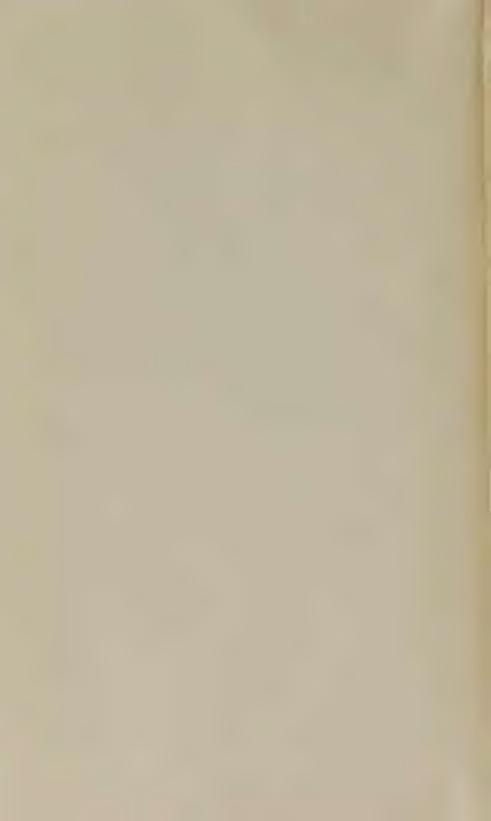
<sup>&</sup>lt;sup>86</sup> Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916, pp. 96-97. Weill, Mme. David: Les mutilés et estropiés de la guerre dans la menuiserie et quelques autres industries du bois. Paris, 1917, p. 3. Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 216. Breuil, J.: L'école professionnelle des blessés de la guerre à Rouen. Rouen, 1916, pp. 18-22. Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 62.

si École de rééducation professionnelle diamantaire des mutilés de la guerre. Saint-Claude, 1916. [Announcement.]

sa École professionnelle des blessés militaires du département de la Loire. Saint-Étienne, 1917, p. 13.



THE SPECIAL APPLIANCE SUPPLANTS THE OLD-STYLE ARTIFICIAL ARM FOR INDUSTRIAL WORKERS. A CABINETMAKING CLASS IN PARIS,



for more immediately remunerative employment. Men who receive from their employers less than 50 francs a month receive for the first six months 20 francs from the association. Half of this sum is paid to them in cash, and the other half is deposited to their savings account and can be drawn at the expiration of their apprenticeship, when they may wish to set up a shop of their own. 50

## Discipline.

The matter of discipline in the schools seems to be very simple. It can not be better stated than in the words of Dr. Jeanbrau, the first head of the Montpellier school:

Every pupil whose conduct, work, or attitude of mind does not give satisfaction is sent away. There are no punishments, and there should be none. If a pupil could commit any fault and give a bad example to others at the price of a mere reprimand or of being kept in, the school would not be what we want it to be.<sup>60</sup>

To every new pupil at Montpellier the attitude of the school authorities is explained as follows:

This school is neither a barracks nor a college, nor a workshop of the kind you have known in the past. It is an institution established by philanthropists to teach disabled men how to earn an honorable living. You will be boarded, lodged, clothed, and instructed, all at the cost of the institution. If you are industrious and become a good workman, we will try to find a position for you or help you to set up your own shop. In return we demand only two things—that you work industriously and that you have the right spirit. If a man forgets that he is here for work, he must go. Here there are no punishments. You are not obliged to come; we are not obliged to take you. If we are not satisfied with you we will send you away and give your place to some more earnest pupil. But if you do your best we will aid you with all the means in our power.

This is the principle underlying the discipline in practically all the schools. But sometimes, in order not to do a man an injustice, it has been found necessary to give him a warning, and then even to repeat this warning, with an accompanying deprivation of leave. The schools at Lyons, at Rouen, and at Saint-Maurice, among others, report that they use these measures. At Saint-Maurice there is an additional disciplinary measure. For drunkenness men are deprived of wine at their meals. In describing the system at Saint-Maurice, Dr. Bourrillon says that the only serious obstacle to discipline comes from alcoholism.

<sup>59</sup> Centre de rééducation professionnelle de Tours. Tours, pp. 12-13.

<sup>«</sup> Jeanbrau, Émile: L'école professionnelle des blessés de la xvi e région à Montpellier. Montpellier, 1916, p. 57.

<sup>61</sup> Ibid.

<sup>©</sup> Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, pp. 97-101. Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916, p. 77. Hirschfeld, Gustave: Tourville. Lyon, 1917, p. 71. Breuil, J.: L'École professionnelle des blessés de la guerre à Rouen. Rouen, 1916, pp. 22-24.

At Saint-Maurice men are allowed their liberty every evening from the dinner hour until 9 o'clock, and all day on Sundays. At the École Joffre and at Tourville they are not permitted to leave the grounds except on Thursdays from 9 to 1, and on Sundays. Other schools have similar rulings.

### Teachers.

For teachers or foremen of the shops, the school authorities give preference to those who have a thorough practical knowledge of the trade and, in addition, some teaching experience. Thus the director chosen for the shoemaking shop at Lyon was a former teacher of shoemaking for the Société de secours aux apprentis du Rhône and had been for many years the superintendent of a factory.63 The foreman at Rouen was an expert shoemaker who had been a teacher at the vocational school at Tourcoing. He was a refugee at Rouen when he was engaged for the work.64 When this ideal combination of teacher and master workman could not be secured, schools have usually engaged workmen of long experience in their trade. Often they have secured these by applying to the local trade-unions. Maimed and crippled men who have mastered their trade in spite of their handicap have in several cases proved inspiring teachers. A great deal of the success of the work depends, says Dr. Carle, upon the personality of the teacher or foreman. He should be, says this authority, not only an expert in his craft but one who can make his pupils understand and love it.65

### Curriculum.

There are in France large schools teaching a variety of trades and smaller schools specializing in one trade or group of connected trades. In the larger schools the curriculum is usually divided into three parts—instruction in manual trades, instruction in office work, and general schooling. The manual trades most often taught are shoemaking, tailoring, basketry, harness making and saddlery, tinsmithing, and carpentry.<sup>66</sup>

These trades seem to have been selected for a number of reasons. They afford a good living in the city or country; they do not require expensive equipment; and they are asked for by men seeking reeducation. That they are good village trades is important in view of the fact that a large proportion of the mutilés were before the war in rural occupations.<sup>67</sup> In order not to contribute to the movement

<sup>62</sup> Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, p. 67.

<sup>&</sup>lt;sup>64</sup> Breuil, J.: L'Ecole professionnellee des blessés de la guerre à Rouen. Rouen, 1916,

<sup>65</sup> Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, p. 43.

<sup>00</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1916, pp. 168-184.

<sup>67</sup> Ibid, p. 20.

cityward the schools must teach these men trades which they can practice in their former homes.

Of all of these trades shoemaking is the most popular with the men; the shoemaking class in practically every school is the largest among the manual trades. The director of the school at Tourvielle, in explanation of this fact, writes that villagers are eager to learn a trade which, when eked out with their pension, will make them independent without taking all their time. They like to be able to set up their shop in their house, where between nailing on new soles they can run out and hoe their garden or their grapevine.

In addition to the standard trades mentioned, a large number of reeducational schools teach the trade of mechanic, and many teach different branches of the printing industry—typography, lithography, type founding, binding, etc. The manufacture of artificial limbs and other appliances—a growing industry in France—is also considered a good trade for disabled men, and several schools have organized shops in which men can learn the different branches of the work. Workers in wood, iron, and leather are employed in such shops. Other trades taught are brush making, chair caning, clock making, toy making, paper-box making, welding, forge work, founding, electric wiring, locksmithing, engraving, metal turning, wood turning, mold making, stucco work, pottery, carriage painting, varnishing, upholstery, fur work, photography, jewelry making, sabot and galoche making, stone carving, hair dressing, dental mechanics, and wireless telegraphy. Certain of these trades have been selected for the mutilés on account of a shortage of workmen in the trade, due to the large numbers of Germans and Austrians formerly employed: others because they are peculiarly suited to the reduced powers of disabled men. In some cases regional demands for labor have had an influence. Other trades have been chosen because they are growing industries offering many opportunities for well-paid employment. Several of the schools teach in their own workshops as many as 15 or 20 different trades.68

Under the heading office work may be grouped the commercial courses—bookkeeping, stenography, and typewriting—and industrial design. Much is written in France about the shortage of the labor supply and the necessity of returning men to industry, but in spite of these recognized facts large numbers of workmen are being trained by the reeducational schools for office positions. Hardly a school in France, except the specialized schools, is without its commercial courses. In these courses, moreover, there are generally more pupils than in any manual trade, except possibly shoemaking.<sup>69</sup> It appears that schools have opened these courses in answer to the great

<sup>©</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1916, pp. 168-184.

<sup>₩</sup> Ibid, pp. 9-10.

demand for them from men who believe themselves unfit for any manual work. To become a clerk is the great ambition of most disabled workmen.

Industrial design, or drafting, is not so generally taught as are the commercial courses, but it is found in the curriculum of a number of schools. At Saint-Maurice, where drafting is successfully taught to variously disabled men, the course as first planned included three kinds of design-for ornament, for machinery, and for buildingbut later ornament was dropped as requiring more than ordinary artistic ability.70 At the city and departmental school in Paris the course includes design for furniture, ironwork, building construction, architecture, and landscape gardening.71

School subjects are often included in the commercial course to supply the deficiencies of preliminary education. Many schools require the men in the manual trades also to attend classes in school subjects. which are usually held for one hour every evening after dinner. The illiterate are taught reading, writing, and arithmetic; the others receive instruction in French, history, arithmetic, hygiene, geography, and current events.72

Courses preparing for a teachers' certificate are given in a few

Smaller schools teaching only one trade or group of trades have been started in districts where there is a predominant local industry. Their aim is to give men the training which will meet the labor demands of the vicinity. Thus at Oyonnax men are taught the different branches of the celluloid industry, so that they can go into the numerous factories which make celluloid articles.74 At Saint-Claude, where diamond cutting is an important industry in the town and surrounding villages, a school organized for mutilés teaches diamond cutting only. 75 Several national trade schools already established before the war to train workmen in a regional industry are now teaching their specialty to disabled men. Among these are the national school of clock making at Cluses and the practical indus-

<sup>70</sup> Bourrillon, Maurice: Rapport sur L'institut national à Saint-Maurice, 1917, p. 21. n Deville, A.: Rapport sur le fonctionnement de l'école de rééducation de la place du Puits-de-l'Ermite. Paris, 1916, p. 17.

<sup>&</sup>lt;sup>72</sup> Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916, p. 98. Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 124. Deville, A.: Rapport sur le fonctionnement de l'école de rééducation de la place du Puits-de-l'Ermite. Paris, 1916, p. 17. Jeanbrau, Émile: L'École professionnelle des blessés de la xvi e région à Montpellier. Montpellier, 1916, pp. 48, 52.

<sup>&</sup>lt;sup>73</sup> Gourdon, J.: Rapport général sur l'école normale et pratique de rééducation professionnelle des mutilés et estropiés de guerre de Bordeaux. Bordeaux, 1917, p. 5. Bulletin de l'oeuvre des mutilés de la guerre de la XVIe région, 26 Mai, 1917. Montpellier, 1917. pp. 22, 23. École professionelle des blessés militaires du département de la Loire. Saint-Étienne, 1917, p. 16.

<sup>74</sup> École d'apprentissage pour les mutilés de la guerre. Oyonnax.

<sup>75</sup> École de rééducation professionnelle diamantaire des mutilés de la guerre. Claude, 1916. [Announcement.]

trial schools at Elbeuf and Roanne, which train men in the textile trades.

In Paris some special schools have been organized by trade-unions and some by employers. Novelty jewelry making, for example, as has been mentioned above, is taught in a school managed by the union of workmen in the trade. Different branches of mechanics are taught at the École Rachel, Montrouge, There are other special schools in Paris for carpentry, glass blowing, toy making, and tapestry weaving.

## Length of Courses.

The length of time required to learn a trade in French reeducation schools varies with the trades and with the schools. At the École Joffre and the École de Tourvielle in Lyons the courses are long, for the aim of these schools is to turn out thoroughly trained workmen capable of competing with sound men on equal terms. 78 Six months is the length of the shortest course offered in these schools. which is a course in beadwork organized for badly injured men incapable of vigorous movements. Eight months are ordinarily required for bookkeeping, radiotelegraphy, and galoche making; a vear for shoemaking, fur work, horticulture, paper-box making, and binding; and eighteen months for tailoring, cabinet making, toy making, and the manufacture of artificial limbs. 77 At the National Institute at Saint-Maurice the apprenticeship is shorter, the aim here being rather to fit men to earn a living wage in a shop where they can complete their knowledge through practice and so later aspire to higher pay. Bookkeeping is taught in three months at Saint-Maurice, shoemaking and saddlery in eight months, tinsmithing in five months, the use and repair of agricultural machinery in five months, and industrial design in one year.78

At Rouen the period of apprenticeship is not fixed. The direction of the school aims to produce first-class workmen in each trade, and it leaves the foreman of each shop to decide when an apprentice has acquired the necessary knowledge and skill.79

Some of the special schools require a long apprenticeship, but during the latter part of the period pay wages approximating an outside workman's. This is the case in the diamond-cutting school at Sainte-Claude, where the apprenticeship lasts one year.80 At the École nationale d'horlogerie at Cluses the regular course is for

<sup>Carle, M.: Les écoles professionnelles de blessés. Lyon et Paris, 1915, p. 49.
Hirschfeld, Gustave: Tourvielle. Lyon, 1916, p. 61.
Bourrillon, Maurice: Rapport sur l'institut national à Saint-Maurice, 1917, pp. 11-28.</sup> Breuil. J.: L'École professionelle des blésses de la guerre à Rouen. Rouen, 1916,

so École de rééducation professionnelle diamantaire des mutilés de la guerre. Saint-Claude, 1916. [Announcement.]

three years, but for the benefit of the mutilés this has been shortened to two years.<sup>81</sup>

At the École normale et pratique of Bordeaux, which is considered a model school, the length of apprenticeship in the different trades is as follows: 32

Months.		Montl	hg.
Mechanics and metal turners_ 10 to 12	Gilding	4 to	6
Locksmiths and forge work-	Paper-box making	4 to	6
ers 10 to 12	Toy making		
Agricultural machinery and	Tailoring	10 to 3	12
automobiles 5 to 7	Musical engraving	6 to	8
Oxy-acetylene welding 4 to 5	Basketry and caning	5 to	8
Shoemaking 6 to 9	Industrial design	6 to	8
Sandal making 3 to 4	Truck gardening	5 to	6
Pottery 10 to 12	Bookkeeping	9 to	10
Binding, plain and artistic 8 to 10			

## Vocational Advice.

The larger schools offering a choice of trades must usually advise their pupils as to what trade to take up. On the quality of the advice given depends, according to Dr. Bourrillon, the success of a school.83 French reeducational authorities generally agree that good advice is based not only on the extent and nature of a man's injury, but also on his age, his general health and muscular strength, his native intelligence and previous education, his former occupation (in order to direct him, when possible, to a similar trade), his manual dexterity, and his inclinations. In order to determine a man's physical condition, many schools subject their pupils to a thorough examination by a physician. The technical director then interviews each man to discover his mental capacities and tastes. After consultation between the physician and the technical director, the man is directed to the trade best suited to him. In a report presented to the interallied conference last spring. Dr. Carle regrets that some schools, owing to an increasing number of candidates, are tending to dispense with an examination and are admitting and classifying pupils on their mere written application.84

Although it is generally admitted that men should go back to their old trade whenever their earning capacity has not been seriously reduced by their disability, the majority of men in reeducational schools are, as might be expected, learning new trades. Most men who can

<sup>\*</sup> Harper, Grace S.: Vocational reeducation for war cripples in France. New York, 1918, p. 73.

sa Gourdon, J.: Rapport général sur l'école pratique et normale de rééducation professionnelle des mutilés et estroplés de guerre de Bordeaux, 1917, p. 10.

<sup>88</sup> Bourillon, Maurice: Rapport sur l'institut national à Saint-Maurice, 1917, p 9.

<sup>&</sup>lt;sup>24</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 100.

overcome their handicap by practice do not attend a school. At Bordeaux, of 773 pupils who had passed through the school 20 per cent had readapted themselves to their former trade. In Mme. Weill's Atelier, out of 97 pupils 25 were there for readaptation. 85

French authorities do not believe that one can lay down any hard and fast rules as to what disabilities are compatible with the different trades. They have found that too much depends on the individual's determination and perseverance and on his natural ingenuity in adapting himself to his disability to make such a classification possible. In general, French experience has proved that a man who has lost one leg can take up almost any trade which does not require continued standing; and that there are numerous seated occupations for men who have lost both legs.

The man who has lost an arm is considered a much more serious problem. Dr. Bourrillon does not believe that one-armed men can become proficient enough in a manual trade to compete with normal workmen, and favors training their intellectual capacities. The manchots at Saint-Maurice are, therefore, to be found in the book-keeping and stenography classes and in the section for industrial design. In the schools at Lyons, also, the majority of one-armed men are being trained for office positions, though there are a considerable number, barred from such work by a lack of schooling or intelligence, who are learning a trade in the bindery and the toy and paper-box shops. At Tourvielle, two men with arm amputations have relearned their old trade of galoche making, a trade from which in principle one-armed men are debarred. One man there who has lost an arm has learned wireless.

At Montpellier, men with their right or left forearm amputated have been taught to do wood and metal lathe work and mechanical fitting, and men with ankylosed or paralyzed arms have learned tailoring and shoemaking. Several men with severely injured or amputated arms have become successful draftsmen.<sup>89</sup> In the workshops for artificial limbs at Bordeaux, a man who has lost an arm below the elbow earns a normal wage as a filer; another whose arm has been disarticulated at the shoulder is running a band saw in the toy shop; and men with various kinds of arm amputations are learning

<sup>\*\*</sup> Gourdon, J.: Rapport général sur l'école pratique et normale de rééducation professionelle des mutilés et estropiés de guerre de Bordeaux. Bordeaux, 1917, p. 27. Weill, Mme. David: Les mutilés et estropiés de la guerre dans la menuiserie et quelques autres industries du bois. Paris, 1917, p. 5.

<sup>80</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, pp. 39-43. Bourrillon, Maurice: Rapport sur l'institut national à Saint-Maurice, 1917, pp. 14-28.

<sup>87</sup> Baséque : Rapport sur l'École Joffre, 1917.

<sup>88</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, pp. 83, 92, 108.

<sup>30</sup> Jeanbrau, Émile: L'école professionnelle des blessés de la xvi e région à Montpellier. Montpellier, 1916, p. 44.

the potter's trade.90 Mme. Weill's Atelier readapts to their trade former carpenters who have lost an arm, if their stump is 13 centimeters long, i. e., long enough to permit an appliance to be firmly attached and easily used. An inexperienced man who has lost an arm is not encouraged to learn the trade. Men with an arm disarticulated at the shoulder are here taught French varnishing.91 Work with a lathe and band saw, in the experience of several schools, vields a good return to one-armed men.92

### AGRICULTURAL REEDUCATION.

The great shortage of agricultural labor, which threatens to be a serious problem in France even after the demobilization of the armies, makes it important to return every wounded peasant to his old surrounding and work. That disabled men, even men who have suffered an amoutation, are capable of doing agricultural work has been demonstrated many times. Experiments have proved that a man who has lost an arm or a leg can, when provided with the proper prosthetic appliance, dig. plow, and reap with a fair degree of efficiency.93 As the disabled farm worker is, however, usually convinced that he is unfit for his old tasks, it is necessary to show him what he can do with his appliance and to give him a short course of training in adapting himself to his disability.

In order to provide this training for disabled men the minister of agriculture, as was stated above, organized courses and sections for mutilés in the existing agricultural schools. The Fédération nationale d'assistance aux mutilés also provides agricultural reeducation in two schools, and the Union des colonies étrangères has established a very ambitious school for agricultural training at Juvisy, 20 miles from Paris.94 Horticulture is taught at the École de Tourvielle and truck gardening at Bordeaux.

## Difficulty in Obtaining Pupils.

In April, 1917, 21 schools under the minister of agriculture had opened reeducation courses for disabled men, but their accomplishment in the way of reeducated men was not large. Eight hundred and thirty wounded men at that date had gone through these schools: 381 were taking courses. 95 The cause of these small numbers is to be

<sup>™</sup> Gourdon, J.: Rapport général sur l'école pratique et normale de rééducation profes-

sionnelle des mutilés et estropiés de guerre de Bordeaux. Bordeaux, 1917, pp. 45-47.

<sup>91</sup> Weill, Mme. David: Les mutilés et estropiés de la guerre dans la menuiserie et quelques autres industries du bois. Paris, 1917, pp. 7-10.

<sup>22</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 117.

Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 113.

<sup>&</sup>lt;sup>24</sup> Fédération nationale d'assistance aux mutilés. Notice. Jan. 1, 1917, pp. 3-4. Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 212. 66 Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 213,





A SOLDIER WITH DOUBLE-ARM AMPUTATION IN TRAINING AS AN ACCOUNTANT AT A PARIS SCHOOL.



found in the difficulty of obtaining pupils encountered by all the schools not connected with hospitals. The agricultural school at l'Oisellerie (Charente) reported to the minister of agriculture in October, 1916, that it had only one pupil, in spite of an active propaganda carried on by the teachers of the school and by the departmental association for aiding the mutilés. In the dairying school at Mamirolle (Doubs) at the beginning of 1917 there was also only one mutilé, with two others expected. Yet notices of the opportunities offered by the school had been sent to all the convalescent depots. The director of the dairying school at Aurillac writes:

To expect that the director of a school situated far from the great convalescent centers can obtain pupils for his school is a wild dream. Men must be sent to the schools from the hospitals.\*\*

Peasants who have received their discharge can, it seems, be persuaded to enter agricultural schools only with the greatest difficulty. Those who were independent farmers owning or leasing small properties have only one thought—to return as soon as possible to their homes, where no doubt their head and hands are badly needed. Those who were farm hands often wish to escape from the hard work of the farm into some better paid city position.

On the other hand, the schools which draw their pupils from hospitals, such as those at Ondes, Grignon, and Beaulieu, are well filled and doing an excellent work in returning men to the land.<sup>99</sup>

#### Agricultural Courses.

Most of the schools aim to do more for the men than simply to teach them how to manage their appliances and readapt themselves to their old work. It is felt that more men will be tempted to enter the schools if after reeducation they have the prospect of becoming something better than good farm servants. Reeducation should, it is believed, give additional knowledge which will more than compensate a man for his disability. The general agricultural schools, therefore, give a course in scientific farming planned to fit men to become superintendents or managers of a farm for others or for themselves, and also courses in special branches of farming work, such as vine culture, dairying, poultry raising, truck gardening, beekeeping, etc. Men without the capacity for an executive position take whatever special course will give them the knowledge most valuable in their

Baillarge, E.: École d'agriculture de la Charente. Rapport. 1916.

<sup>&</sup>lt;sup>17</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 154.

Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917. p. 214.
 Ibid., p. 207.

<sup>57710°-18-4</sup> 

region. Some schools teach also the trades with which a farm worker or farm owner can occupy himself during the winter or during bad weather. These are the trades of blacksmithing, carpentry, cooperage, and basket making. The courses in general agriculture last from four to six months; the courses in special subjects from two to four months.

# Rural Credit System.

If after taking the general agricultural course a man feels that he wants to manage his own farm, he can acquire a piece of land through the rural credit system which operates under the minister of agriculture in every Department of France. Under this system the regional rural credit banks (caisses régionales de credit agricole mutuel) are authorized to make three kinds of loans—for long, short. and medium terms. On long-term credit the banks can lend sums up to 8,000 francs for the acquisition or restoration of small farms. These loans are payable in 15 years, with interest at 2 per cent. They must be secured by a mortgage or by a lien on a life insurance policy. On short-term credit farmers can obtain as an advance on the harvest smaller sums for the purchase of fertilizers, seeds, agricultural implements, and animals, for the payment of their help and their rent. These loans are made at a moderate interest and are payable in from three months to one year. On medium-term credit farmers can obtain loans up to 5,000 francs. They are payable in five years, 101

#### Farm Mechanics.

Farm mechanics, or the use and repair of tractors and other agricultural machinery, is taught in a number of the schools, and probably even greater emphasis will be laid on this work in the future. In order to make up in part for the alarming shortage of hands, the Government is putting forth every effort to turn the French peasant from his old-fashioned methods of farming and to induce him to use modern labor-saving machinery. Large numbers of tractors are being imported from America, and every machine introduced makes a demand for a man who can run and repair it.

The first course in farm mechanics was started by Dr. Bourrillon at the National Institute at Saint-Maurice when that school was organized in April, 1915. It is now taught in eight agricultural schools in the Provinces, and in the Maison du soldat du XIII. Arrondissement in Paris. At Saint-Maurice, the course is from five to six months long, and gives to the pupils a thorough understanding

<sup>100</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, pp. 205-226, 101 Ibid., p. 211.

<sup>103</sup> Ibid., p. 217.

of the gasoline and electric motors used in stationary and tractor engines for farm use. It includes some turning, forge work, soldering, etc., in order that men engaged to run such machines in remote country districts shall be able to make all repairs and even to replace parts when necessary.<sup>103</sup> At the Maison du soldat, the course lasts three months, at Ondes two months. Inasmuch as the wages paid to skilled men are much higher than those which ordinary farm laborers receive—equaling, indeed, those in city industries—there is no difficulty in recruiting pupils for these courses.<sup>104</sup>

Dr. Bourrillon asserts that the work is suitable for men with lesser disabilities only. It should not be taught, he believes, to men with an amputated leg or arm, since it requires agility in getting on and off the machines and the ability to assemble and adjust numerous small parts.<sup>105</sup>

M. Chancrin, who made a report on agricultural reeducation to the interallied conference, says that the driver of a tractor may have lost a leg below the knee or a forearm if the elbow and shoulder joints are normal.<sup>106</sup>

Graduates of the course at Saint-Maurice have in some cases been placed directly with farmers. In other cases, they have been placed with the companies that sell the machines, usually as demonstrators, who accompany the machines on their delivery to the purchaser.<sup>107</sup>

#### PLACEMENT.

#### Placement Work of the Schools.

Disabled men who have attended a reeducational school are easily placed in good positions by the school itself. Dr. Bourrillon, of the National Institute, reports: "We receive, in all trades, more demands from employers than we can fill," and "in the majority of cases our pupils have secured positions superior to those they occupied before the war." 108 Statements to the same effect are found in the reports of the directors of other schools. Many schools have organized a placement service in connection with their other work. Schools which do not wish to take on this extra work notify the local employment bureaus of the men who are about to finish their training and of the kind of places they will want.

<sup>103</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 173.

<sup>104</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 217.

<sup>105</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 175.

<sup>108</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 217.

<sup>107</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, p. 180.

<sup>108</sup> Bourrillon, Maurice: Comment rééduquer nos invalides de la guerre. Paris, 1916, pp. 111-112.

### Private and Public Bureaus.

The large proportion of discharged soldiers who have not passed through reeducational schools are placed by various public and private employment bureaus. Owing to the great scarcity of labor in France, workmen, trained or untrained, have no great difficulty in obtaining work. In the early days of the war, large numbers were helped by the two great societies for aiding the mutilés, Aide immédiate aux invalides et réformés de la guerre, and the Fédération nationale d'assistance aux mutilés, but adequate placement machinery has now been provided by the Government and it is probable that in the future less work of this kind will be done by private societies. Both the minister of labor and the minister of war have made it their business to organize placement bureaus.

The minister of labor, at the end of December, 1915, requested the prefect of each Department to establish a system of employment bureaus in his Department, the cost of maintaining these bureaus to be borne by the minister of labor. 111 Later instructions (dated Feb. 10, 1916) stated that existing public bureaus were to be utilized as far as possible, and that the placement of disabled men should not be separated from that of normal workmen. The effect of such a separation would be, wrote the minister of labor, a lowering of the wages of the disabled, difficulties in their relations with normal workmen, differences between manufacturers employing normal workmen and those employing the disabled, and the tendency to concentrate the disabled in a small number of trades or industrial concerns. The minister of labor requested further that whenever any employment bureau found a man whose earning capacity could be increased by functional or vocation reeducation, it should notify the central office.112

The system of employment bureaus now operating in the different departments under the control of the minister of labor consists of municipal bureaus in the cities and towns and a central bureau in the prefecture. The central bureau acts as an exchange agency for the others. A main office in the ministry of labor in Paris is the coordinating agency for them all.<sup>113</sup>

The minister of war, for his part, by a decree issued February 29, 1916, created in Paris a national placement office for discharged and disabled soldiers. A short time afterwards he found it was necessary

<sup>100</sup> Todd, John L.: A report on how France returns her soldiers to civilian life, in American Journal of Care for Cripples, New York, 1917, V, 21.

<sup>110</sup> Formation professionnelle. 15e année, No. 9, p. 73. Fédération nationale d'assistance aux mutilés. Bull. No. 1, p. 7.

<sup>&</sup>lt;sup>111</sup> Todd, John L.: A report on how France returns her soldiers to civilian life, in American Journal of Care for Cripples, New York, 1917, V, 23.

<sup>112</sup> Journal Officiel, 1916, p. 1347.

<sup>&</sup>lt;sup>113</sup> Office nationale des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, p. 85.

to decentralize the work, and by a decree issued May 11, 1916, he ordered the establishment of a branch office in each of the 21 military régions.<sup>114</sup>

An applicant at the national placement office fills out a form, by which he gives all the necessary information about himself. This form he then takes to the medical officer in attendance, who examines him, and fills out on the back of the form a complete statement of his physical condition. The form is then passed on to the officer in charge, who advises the man in regard to his future, and either puts him in communication with a vacancy in Paris or passes him on to the branch bureau in his native district. If the man is incapable of work without reeducation, he is strongly urged to enter one of the schools.<sup>115</sup>

## Coordination of Placement Through the National Office.

When the Office national des mutilés et reformés de la guerre (described in a preceding section) was established by a joint decree of the ministers of war, labor, and the interior, the national placement offices attached to the ministry of war and the various placement offices attached to the ministry of labor were merged for the purpose of joint action in the national office.<sup>116</sup>

As a part of the coordinating work for which the national office was created the office has organized a valuable system of intercommunication between the employment bureaus operating throughout the country. On the basis of reports transmitted to it by the different bureaus it publishes every month an employment bulletin (Feuille mensuelle de placements), containing a list of the demands for work that have not been satisfied and the positions that have not been filled in each Department. Through this information a man who can not find work in his own department or an employer who can not find the man he wants may be served by the bureaus in some other department. The employment bulletin publishes also a list of the positions filled by each bureau, with an indication in each case of the disability of the man placed, so that all may know what disabilities are being found compatible with different kinds of work.

An even closer coordination has been effected by the national office between the public and private employment bureaus of Paris and the Department of the Seine. For them there is prepared in the departmental placement office a daily bulletin, which is distributed before 2 o'clock every afternoon to all the bureaus par-

<sup>114</sup> Journal Officiel, 1916, pp. 1634, 4232.

<sup>&</sup>lt;sup>115</sup> Norman, Sir Henry: The treatment and training of disabled and discharged soldiers in France. London, 1917, p. 29.

<sup>110</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1, Paris, 1917, p. 35.

ticipating in the service. This bulletin contains a list of the positions unfilled by the bureaus where they were filed, a list of the positions announced vacant in preceding bulletins but since filled, and a list of those to which applicants have been sent and which are possibly no longer vacant. Any office which received the bulletin has therefore at its disposal for the benefit of the men it wishes to place all the offers of positions recorded in the different employment bureaus of the department.<sup>117</sup>

## Principles of Placement.

Instructions on the subject of placement issued by the minister of labor and by the national office state that men should be, whenever possible, replaced in their old trade and in the district where they lived before the war. The national office has announced further that the greatest care should be taken to see that the situations in which applicants are placed are suited to disabled men. The employment should be stable, not seasonal, and working and living conditions should be good. Especially to be discouraged is the tendency to place men in any position which happens to turn up or to trust that the benevolence of the employer will make up for the workman's incapacity.<sup>118</sup>

Equal pay for equal work is generally accepted as the principle which should govern the employment of mutilés. In a report to the interallied conference by the head of the central placement office attached to the ministry of labor and the permanent inspector of the labor bureau, it is stated that "all the manufacturers from whom the labor bureau has collected information on the employment of disabled men have declared that reeducated or readapted mutilés will be employed under normal conditions and that the work they do at home or in the shop will be paid for at the usual rates." 119

# Laws Concerning the Employment of Disabled Men.

Two laws have been passed in France to help solve the problem of employment for disabled men. The law of April 17, 1916, provides that for five years after the close of the war certain Government positions not requiring full physical powers, reserved hitherto to noncommissioned officers of a certain length of service, shall be reserved for disabled soldiers and sailors without regard to their rank or length of service. Fathers of large families will have the preference for these positions. Furthermore, the law provides that

<sup>&</sup>lt;sup>137</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1, Paris, 1917, pp. 12-13.

<sup>118</sup> Ibid., p. 161.

<sup>119</sup> Conférence interalliée pour l'étude de la rééducation professionnelle et des questions qui intéressent les invalides de la guerre. Paris, 1917, p. 251.

government administrations and industrial or commercial concerns profiting from a concession, monopoly, or subvention from the State shall be obliged to make out a list of positions not reserved by the old law which might be reserved for disabled men.

In future, no industrial or commercial enterprise can obtain a concession, monopoly, or subvention from the Government except on condition that it reserve a certain number of positions to disabled soldiers.

Succeeding decrees enumerated the classes of disabilities compatible with the different positions and stated the conditions under which candidates would be accepted.<sup>120</sup>

After the passage of this law, many men had the idea that it would be easy for them to step into a Government position. The facts are, however, that the positions are far too few to satisfy all the aspirants and that the conditions imposed by the Government are so strict as to debar many of them.

The national office has observed, with respect to this law, that by admitting to reserved positions the slightly injured men who could easily find employment elsewhere, the law is contrary to the interests of the most severely wounded. The national office has also expressed regret that in the classification of disabilities compatible with different positions, no account is taken of reeducation.<sup>121</sup>

The law of November 25, 1916, was passed to overcome a tendency on the part of employers to discriminate against disabled men on account of the increased cost of workmen's compensation insurance. It could not be disputed that disabled men were more exposed to accidents and more liable to suffer serious consequences from them than were normal workmen, and it was inevitable that insurance companies would demand higher premiums when disabled men in large numbers were employed. If the employer should be asked to bear this additional burden, it must be expected that he would refuse to employ disabled workmen.<sup>122</sup>

To meet this situation the new law provided that when a disabled soldier met with an industrial accident the court which fixed the amount of compensation due him should determine whether the accident was caused by his previous disability, and to what extent the permanent reduction of his earning capacity following his accident was due to his disability. If the accident was caused exclusively by the disability, the employer should be absolved from paying any part of the allotted compensation; if the reduction of capacity was due in part to the previous disability, the employer should be required to pay only that part of the compensation which corre-

<sup>&</sup>lt;sup>120</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, pp. 143-144.

<sup>121</sup> Ibid., pp. 14-15.
122 Jadé, Jean: Les accidents du travail pendant la guerre. Paris, 1917, pp. 153-154.

sponded to the actual consequences of the accident. The compensation from which the employer was thus absolved should be paid to the workman by the State out of a fund raised by a tax on employers and on insurance companies.<sup>123</sup>

Inasmuch as this tax is levied on all firms regardless of whether they employ disabled men or not, there is no longer any reason for any employer to discriminate against cripples on the ground of the greater insurance risks.

### PROSTHETIC APPLIANCES.

# Government Procedure Toward Men Needing a Prosthetic Appliance.

The French Government has engaged itself to supply every maimed and crippled soldier with the artificial limb or other appliance suited to his needs. 124 It fits and distributes all appliances in certain institutions of prosthetic equipment (centres d'appareillage) which it has established in different parts of the country-namely, at Paris, Rennes, Bourges, Nancy, Lyons, Bordeaux, Clermont-Ferrand, Marseilles, and Montpellier. Men who have suffered an amputation and those with other injuries requiring them to wear an appliance are sent from the hospital where their wounds have been treated to the institution of prosthetic equipment into which that hospital empties or to the one nearest their home. This transfer is effected as soon as but not before their wounds, from a surgical standpoint, are completely cured. Men sent to an equipment institution must need no treatment other than functional reeducation, which can be supplied them by the service of physiotherapy attached to the institution.

On arrival at the institution of prosthetic equipment, men are subjected to a thorough examination, the results of which are filed in a booklet. For amputation cases the booklet records (1) the physical condition of the wounded man, (2) a photograph of his stump, (3) photographs of the limb above the amputation and of the limb of the other side, (4) an X-ray photograph of the stump, (5) measurements, (6) a plaster cast of the stump, and (7) the functional value of the stump. For men without an amputation, but with injuries requiring an appliance, the booklet records (1) the physical condition of the man, (2) an electrodiagnosis (if the injury is of the nerves or muscles), or (3) an X-ray photograph (if the injury is of the joints or bones), (4) measurements, (5) a plaster cast if neces-

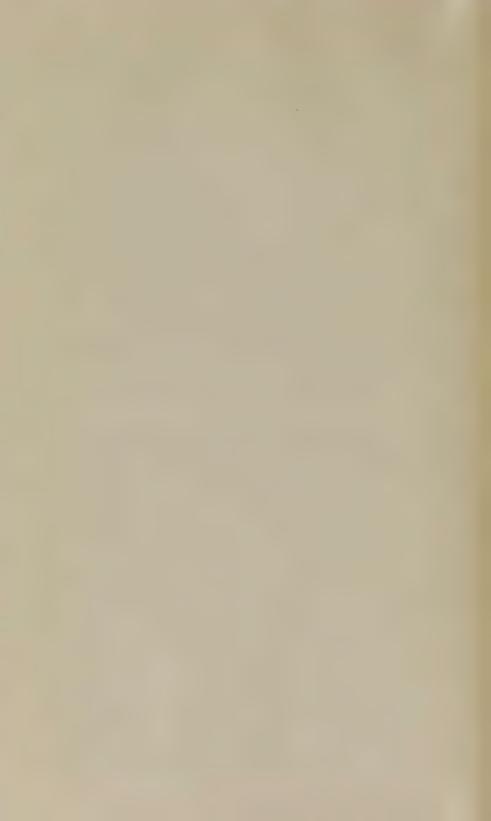
<sup>123</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, pp. 146-147.

<sup>124</sup> The source of this and the following statements with regard to prosthetic appliances is the Circulaire du Sous-secrétariat du Service de Santé, du 2 Juin, 1916, in Le Journal des mutilés, réformés, et blessés de la guerre. Paris, 1916, No. 12, p. 4ff.





WHETHER MINOR OR SEVERE AMPUTATION, REEDUCATION PREPARES FOR FUTURE EMPLOYMENT. (MONTPELLIER, FRANCE.)



sary, and (6) the functional value of the limb. On the basis of these facts, an artificial limb or other appliance is ordered made to measure for each man.

# Appliances Supplied.

In principle the choice of what kind of an appliance a man shall have is not left to the man himself, but is decided by the physician in charge of the equpiment service. In making the decision, however, the physician considers as far as possible the man's wishes and his future occupation or social position.

Every man receives first a temporary and then a permanent appliance, both of which he takes with him when he is discharged. It is expected that the temporary appliance will be used in after life when the other must be repaired. The man who has lost a leg or foot receives as a temporary appliance either a wooden peg leg or an orthopedic shoe, and as a permanent appliance, depending on his occupation, either an articulated leg or an articulated peg with an extra foot and leather calf for best. The man who has lost both legs at the thigh may choose for his permanent appliance either two articulated pegs or two articulated legs, but he is advised to take the former. Extra feet are not given with these, as they are impracticable for double amputations. When an orthopedic shoe is assigned to a man, he receives also a regular shoe for the other foot.

For arm amputations the kind of appliance supplied depends upon the length of the stump. If a man has a stump more than 5 centimeters long, he receives a working arm with ring, hook "universal pincers," or other similar device for holding an object, and in addition a dress forearm and hand of wood. Articulated hands are considered a luxury. If a man has a stump less than 5 centimeters long he has not the leverage to lift a working arm, and he receives a dress arm only. Men who have lost both arms are entitled to appliances which will enable them to perform the necessary acts of daily life. They are, therefore, allowed one or two articulated hands.

Appliances for other injuries are as varied as the injuries. Among them may be mentioned appliances for radial and sciatic paralysis, skull plates, abdominal belts, thoraric corsets, etc.

# Methods of Procuring Appliances.

The Government procures the appliances which it gives out either by direct manufacture in workshops attached to the institution of prosthetic equipment or by purchase from artificial-limb manufacturers, whose entire output it can, when necessary, requisition. Shops in which the Government manufactures its own appliances are manned in some places by mobilized experts, and in others by disabled men learning the trade. In the shops where the trade is being taught some mobilized workmen are usually employed together with disabled workmen in order to increase production.

Models for all appliances furnished by the Government have been determined by an Orthopedic Commission (Commission d'études de l'orthopédie) attached to the ministry of war. This commission has drawn up an elaborate book of specifications (cahier de charges) giving descriptions and prices for each type of appliance, to which specifications all articles delivered to the Government by private manufacturers must conform. A committee attached to each institution of equipment inspects the factories making appliances for that institution to see that the workmanship and the materials are up to standard. On their delivery to the institution all privately made appliances are again inspected by a receiving committee, which makes sure that they conform to specifications and that they are perfectly fitted to the men for whom they were ordered. In order that there may be no mistake about the fit, a man must wear his appliance eight days before it will be accepted by the committee.

# Repair of Appliances.

Not only has the Government engaged to supply every man with the appliance he needs, but it has also undertaken to repair and replace that appliance when necessary during a man's lifetime. Official announcements have stated that any man who needs to have his appliance repaired or replaced should send it collect to the institution where he received it. The needed reparation will then be made at the Government's expense. If the man's presence at the institution is judged necessary, he will receive free transportation.

#### Different Models Used.

The articulated legs furnished by the Government were at first of leather braced with steel uprights, but they were disliked by the mutilés because of their weight, and new legs of the American type of hollowed wood are being more extensively manufactured and distributed.

Different models for working arms have been invented at the various Government workshops. Some are of the type called "universal pincers"; others are variations of the old-fashioned ring and hook; others are special devices for different trades. The "universal pincers" invented by Prof. Amar, the head of the Orthopedic Commission, are highly thought of. In these the forearm consists of a strong steel rod ending at the elbow in a joint which permits flexion and rotation and at the wrist in a ball and socket joint to which is attached a powerful pair of jaws or pincers. All of these joints may

be fixed in any position. When desired the joints can be detached, and the wooden hand supplied by the Government for dress wear can be substituted for them. 125 Other successful models for "universal pincers" are the Pince Lumière, made at Lyons, and the Pince Estor, made at Montpellier. 126 Among improvements on the old-fashioned. ring and hook are the Aubert turning ring made at Lyons and the oscillating hook, called the "laborer's hand," devised by Dr. Boureau. of Tours 127

A whole series of hands for different occupations have been invented by Dr. Boureau. Besides the laborer's hand, he has a hand for a vine grower, for a postman, a chair caper, a leather cutter, a solderer, a plumber, a mechanic, a carpenter, a packer, a jeweler, a priest, and a driver of animals or tractors. 128 At Tourvielle are made appliances for chair caners, brush makers, coopers, galoche makers, and agriculturists; at Montpellier for mechanics, designers and engravers, wood turners, and agriculturists; at Bordeaux for mechanics, forge workers, carpenters, basket makers, etc. 129

Agriculturists find useful working arms in the tool holders invented by M. Jullien, of Lyons, which he has called "l'agriculteur" and "le cultivateur." The first consists of a perforated steel cylinder open at one end to receive the handle of the tool, which is fastened firmly in place by a screw through one of the perforations. The other end of the cylinder is attached by a rotary joint to a gimbal joint, which is itself attached by another rotary joint to the covering of the stump. By means of this system of articulation a tool guided by the other hand can be moved in any plane and turned on any axis. In the second Jullien tool holder the cylinder is open at both ends, so that the handle of the tool can be pushed through any distance. 130

Other practical devices for farm workers are Dr. Boureau's hands for laborers and vine growers, the Aubert oscillating ring and hook, and an arrangement of straps worked out by two Lyons orthopedists from photographs of a device used at Vienna. 131 Farm workers with a leg amputated, whose activities would be hindered by their peg sinking into soft earth or plowed ground, find it convenient to use a leg turned with an enlarged end like an elephant's foot or to have a

<sup>125</sup> Todd, John L. . A report on how France returns her soldiers to civilian life, in American Journal of Care for Cripples, New York, 1917, V, 11.

 <sup>128</sup> Hirschfeld, Gustave. Tourvielle. Lyon, 1917, p. 78.
 127 Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917,

<sup>128</sup> Musée pédagogique. Melun, 1917, p. 17. Les mutilés aux champs.

<sup>129</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 81. Bulletin de l'oeuvre des mutilés de la guerre de la XVIº région à Montpellier. October, 1916, pp. 26-35. Gourdon, J.: Rapport général sur l'école normale et pratique de Bordeaux. Bordeaux, 1917,

<sup>130</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, pp. 76, 116.

<sup>131</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. pp. 81-89.

light wooden sandal which they can fasten to the end of their peg. 182

Certain other devices which can hardly be called prosthetic appliances have been found useful in some trades. Shoemakers who have lost one or both legs use a short padded crutch under their . knees. They have found that they can hold their work more firmly when their knees are supported in this way than when they are wearing a peg or an articulated leg. Harness makers and saddlers with a leg amputated at the thigh use a heavy curving sheet of metal to extend their stump so that they can hold their work by pressing their one knee against this metal. This device was invented by a maimed saddler and is now made and used at Saint-Maurice. 133 A post seat which makes bench work easier for a man who has lost his leg at the thigh has been invented at Mme. Weill's school for woodworkers. 134 For farm workers who have lost their leg at the thigh there has been devised a mowing-machine seat with an extension at one side of the front to support the stump; and for those who have lost an arm a mowing-machine seat equipped with hooked arms to hold the reins.135

# LIST OF REEDUCATIONAL SCHOOLS,136

Institut national professionnel des invalides de la guerre, Saint-Maurice,

École spéciale des mutilés de la ville de Paris et du Département de la Seine, rue et place du Puits-de-l'Ermite, Paris.

L'Aide immédiate aux invalides et réformés de la guerre (30 workshops and courses receiving support from the society), 325, rue Saint-Martin, Paris.

L'Art et la Femme, Lycée Carnot, Paris.

L'Atelier, 5, rue de la Durance, Paris. L'Atelier des soldats mutilés de la guerre (Union centrale des arts décoratifs). 2. avenue Montespan, Paris.

Les Blessés au travail, 154, avenue Champs-Élysées, Paris.

Chambre syndicale de la bijouterie, joaillerie, orfèvrerie, 2, rue de la Jus-

Chambre syndicale de la bijouterie fantaisie, 25, rue Chapon, Paris,

Chambre syndicale des bourreliers-selliers, 3, rue de Lutèce. Paris.

Chambre syndicale des chausseurs, 51, rue des Épinettes, Paris.

Comité intersyndical d'apprentissage des industries du vêtement, 51, rue des Épinettes, Paris.

Société pour le développement de l'apprentissage dans les métiers du bâtiment. 51. rue des Épinettes, Paris.

Écoles des mutilés de la Fédération nationale d'assistance aux mutilés. 28. quai de la Râpée: 149, avenue des Champs-Élysées, Paris,

<sup>132</sup> Hirschfeld, Gustave: Tourvielle. Lyon, 1917, p. 114.

<sup>133</sup> Rééducation fonctionnelle et rééducation professionnelle des blessés. Paris, 1917, pp. 45-46.

<sup>134</sup> Weill, Mme. David: Les mutilés et estropiés de la guerre dans la menuiserie et quelques autres industries du bois. Paris, 1917. Drawings in appendix.

185 Les mutilés aux champs. Paris, 1917, pp. 53, 54.

<sup>128</sup> Office national des mutilés et réformés de la guerre. Bull. No. 1. Paris, 1917, pp. 26-34, 168-184.

École de rééducation des mécaniciens de l'École dentaire française, 29, boulevard Saint-Martin. Paris.

Foundation Marcel Hirsch, 9, rue de l'Eperon, Paris.

Annexe de l'Institut national de Saint-Maurice, Hôtel-pension, 4, rue Rondelet, Paris.

Le Jouet lozérien, 4, rue Lavoisier, Paris.

Maison du soldat du XIIIº arrondissement, 47, rue Jenner, Paris,

Écoles de l'Union des colonies étrangères, Grand Palais, Paris; Maison-Blanche, Neuilly-sur-Marne, 28, Quai Debilly, Paris; Juvisy (Seine).

École Rachel, 140, rue de Bagneux, Montrouge (Seine).

École professionnelle des mutilés de la guerre, Oyonnax (Ain).

Comité départemental des Alpes-Maritimes, Préfecture, Nice (Alpes-Maritimes).

École de vannerie de l'Aide aux réfugiés, 14, rue Masséna, Nice (Alpes-Maritimes).

École de rééducation professionnelle, Villa Beauregard, Antibes (Alpes-Maritimes).

École de rééducation professionnelle, Troyes (Aube).

École de rééducation professionnelle des mutilés et blessés de la guerre, 2, rue Saint-Lambert, Marseille.

École départemental de la rééducation professionnelle des blessés et mutilés de la guerre, La Délivrance (Calvados).

École de vannerie de l'Aisne, Pavillons-sous-Bois (Seine).

École professionnelle de rééducation des blessés et mutilés, Bourges (Cher). Centre de rééducation professionnelle des mutilés de la guerre, 9, rue Poitzmoguer, Brest (Finistère).

École pour la rééducation des mutilés de la guerre, 24, rue Colbert, Nîmes (Gard).

École départementale professionnelle des mutilés, 4, rue des Récollets, Toulouse (Haute-Garonne).

École pratique et normale de rééducation professionnelle des mutilés et estropiés de la guerre, 30, rue du Hamel, Bordeaux (Gironde).

École professionnelle de blessés de la XVI° région, Hôpital général, Montpellier (Hérault).

Centre de rééducation professionnelle des mutilés et invalides de la guerre,  ${f Tours}$  (Indre-et-Loire).

École de rééducation professionnelle diamantaire des mutilés de la guerre, Sainte-Claude (Jura).

École professionnelle pour les mutilés de la guerre (pipiers), Saint-Claude (Jura).

École professionnelle des blessés militaires de la Loire, 17, rue Benoît-Malon, Saint-Étienne (Loire).

Œuvre orléanaise de rééducation et de placement de mutilés, 10, rue Chappon, Orléans (Loiret).

Comité de l'Anjou pour les mutilés de la guerre, Préfecture, Angers (Maineet-Loire).

Œuvre de rééducation des mutilés de la guerre, Sous-préfecture, Cherbourg (Manche).

École de rééducation de l'Association lorraine d'assistance par l'éducation professionnelle et le travail aux invalides de la guerre, Nancy (Meurthe-et-Moselle).

École de rééducation professionnelle des mutilés de la guerre, rue Jules Simon, Lorient (Morbihan).

Centre de rééducation professionnelle de l'Œuvre nivernaise des mutilés de la guerre, 5, rue du Lycée, Nevers (Nièvre).

École professionnelle des mutilés. Calais (Pas-de-Calais).

École professionnelle des blessés de guerre, rue Sidoine-Appollinaire, Clermont-Ferrand (Puv-de-Dôme).

École de rééducation professionnelle des mutilés de la guerre, 11, rue Raymond-Planté, Pau (Basses-Pyrénées).

Centre de rééducation professionnelle des mutilés de la guerre, Bayonne (Basses-Pyrénées).

École Joffre, 41, rue Rachais, Lyon.

École de Tourvielle, 25. Chemin de Tourvielle, Lyon,

École Général-Pau, 112, cours Gambetta, Lyon.

Association professionnelle du Rhône, Lyon,

Œuvre des mutilés de la guerre de Saône-et-Loire, Mâcon (Saône-et-Loire).

Comité départemental d'aide aux soldats mutilés sarthois, Le Mans (Sarthe).

École de rééducation professionnelle des mutilés, rue Jean-Jacques-Rousseau, Annecy (Haute-Savoie).

École de rééducation professionnelle des blessés de la guerre, 56, rampe Bouvreuil, Rouen (Seine-Inférieure).

Œuvre havraise de rééducation professionnelle, Le Havre (Seine-Inférieure). Œuvre tarnaise de rééducation professionnelle des mutilés de la guerre, Albi (Tarn).

Centre de rééducation professionnelle du Comité d'assistance aux invalides et mutilés de le guerre, Limoges (Haute-Vienne).

Le jouet français, Limoges (Haute-Vienne).

École Victor-Vassal, Oran (Alger).

École pratique de commerce et d'industrie, Roanne (Loire).

École pratique de commerce et d'industrie, Agen (Lot-et-Garonne).

École nationale d'arts et métiers, Angers (Maine-et-Loire),

École pratique d'industrie, Cherbourg (Manche).

École de commerce, Boulogne-sur-Mer (Pas-de-Calais).

École pratique de commerce et d'industrie. Thiers (Puv-de-Dôme).

École nationale d'arts et métiers, Cluny (Saône-et-Loire).

École nationale d'horlogerie, Cluses (Haute-Savoie).

École pratique d'industrie, Elbeuf (Seine-Inférieure).

École d'horticulture (en formation), Antibes (Alpes-Maritimes).

École pratique d'agriculture, Aurillac (Cantal).

École pratique d'agriculture, L'Oisellerie (Charente).

École professionnelle de laiterie, Surgères (Charente-Inférieure).

Station-école de distillerie, tonnellerie et motoculture, Saintes (Charente-Inférieure).

Section agricole pour mutilés, Bourges (Cher).

École d'agriculture, Châtillon-sur-Seine (Côte-d'Or).

École pratique d'agriculture, Genouillac (Creuse).

École nationale de laiterie, Mamirolle (Doubs).

École d'agriculture, Plougastel (Finistère).

École régionale d'agriculture, Ondes (Haute-Garonne).

Centre départemental de rééducation professionnelle agricole de Beaulieu, Auch (Gers).

Ferme-école, La Hourre (Gers).

École spéciale d'agriculture, Blanquefort (Gironde).

École pratique d'agriculture, La Réole (Gironde).

École nationale d'agriculture, Montpellier (Hérault).

Ecole nationale d'agriculture, Rennes (Ille-et-Vilaine),

Ecole nationale de laiterie, Poligny (Jura).

Ecole pratique d'agriculture, Grand-Jouan (Loire-Inférieure).

Ecole nationale d'osièriculture et de vannerie, Fayl-Billot (Haute-Marne).

École pratique d'agriculture, Tomblaine (Meurthe-et-Moselle).

Fruitière-école, Lannemezan (Hautes-Pyrénées).

École pratique d'agriculture, Écully (Rhône).

Institut agricole des mutilés: École Sander, Limonest (Rhône).

École pratique d'agriculture, Fontaines (Saône-et-Loire).

École nationale d'agriculture, Contamines-sur-Arve (Haute-Savoie).

École spéciale d'agriculture, Grugny (Seine-Inférieure).

École nationale d'horticulture, Versailles (Seine-et-Oise).

École nationale d'agriculture, Grignon (Seine-et-Oise).

Bergerie nationale, Rambouillet (Seine-et-Oise).

École pratique d'aviculture, Gambais (Seine-et-Oise).

École spéciale d'agriculture, Noisy-le-Grand (Seine-et-Oise).

École pratique d'agriculture, La Brosse (Yonne).

# LAW OF JANUARY 2, 1918: REEDUCATION OF DISABLED SOLDIERS.<sup>137</sup>

ARTICLE 1. Every soldier or sailor or former soldier or sailor disabled by wounds received in the war or by sickness contracted or aggravated during the war can demand his enrollment in a school of vocational reeducation with the object of being retrained for work and placed in employment.

His demand can be addressed directly to a school of reeducation or to the prefect of the Department where he resided before the war, or to the departmental committee for disabled and discharged soldiers of that Department or to the national office for disabled and discharged soldiers.

Soldiers undergoing treatment or awaiting their discharge should address their demand to the head physician of the hospital where they are staying.

ART. 2. The national office for disabled and discharged soldiers, which is here declared to be a public organization attached to the ministry of labor, forms a connecting link between the public administrations and the private societies concerned with the soldiers mentioned in article 1. Its purpose is to centralize all information about the work of the said administrations and societies, to aid and facilitate the readaptation to work of the above-mentioned soldiers, to study laws and rulings which can be interpreted in their favor and to see that these laws are observed, and in all ways to assure to all discharged and disabled soldiers the continued aid due them from a grateful nation.

ART. 3. The resources of the national office for disabled and discharged soldiers comprise:

- 1. The annual credit assigned to the budget of the minister of labor under the special heading, "National office for disabled and discharged soldiers"; and other subventions which may be granted to the national office by the State, the Departments, and the communes.
- 2. Gifts and legacies of any kind and from any source which may be made to the national office as a whole or to any particular category of soldiers among those mentioned in article 1. Whenever such gifts or legacies are intended for the benefit of the soldiers or former soldiers of a specified region they shall be divided among the departmental and local committees of that region.

<sup>18</sup> Journal des Mutilés, Réformés et Victimes de la Guerre. Paris, 1918, no. 50, p. 2.

- 3. All other resources which may be assigned to the national office by law. Art. 4. In the event of the abolishment of the national office or of a departmental committee, the value of gifts and legacies made to the office or the committee shall be assigned by a decree of the council of ministers and on the report of the minister of labor to public organizations of recognized public utility which are in a position to execute the intentions of the donors.
- ART. 5. In every department there shall be founded departmental and local committees for disabled and discharged soldiers. A decree issued after consultation between the general council of the department and the national office shall fix the districts in which these committees shall have control and the number of their members.

These committees may receive subventions from the State, from Departments, and from communes, and also gifts and legacies, under the conditions prescribed by article 910 of the Civil Code concerning organizations of public utility.

They may not, however, possess other buildings than those required for their meetings or for work on behalf of the soldiers mentioned in article 1.

- ART. 6. A decree issued by the council of ministers shall determine how this present law shall be carried into effect, namely:
- 1. What shall be the personnel of the national office and of the departmental committees and under what conditions private societies will be represented in these organizations.
- 2. Under what conditions subventions from the State shall be granted to departmental committees and to reeducational institutions and how the disposition of these subventions shall be controlled.
- 3. What papers must be presented to departmental committees by the soldiers mentioned in article 1 who wish to benefit from the provisions of the first paragraph in article 7.
- ART. 7. During the vocational reeducation of a soldier whose pension is pending his family continues to draw their separation allowance. If a man is drawing his pension, and if the twelfth part of the pension is less than the monthly sum previously granted to the family as a separation allowance, the difference will be paid to the family during the man's reeducation.

The departmental committee determines the length of the period of training during which the family benefits from the provisions of the preceding paragraph. A man can make an appeal to the national office from the departmental committee's decision on this point. He must make his appeal within one month after being informed of the committee's decision.

- ART. 8. In no case may the amount of the pension be reduced because of vocational reeducation or readaptation to work.
- ART. 9. The minister of labor shall present to the president of the Republic an annual report on the work of the national office, the results obtained by vocational reeducation, the placement of disabled and discharged soldiers, and the distribution of State funds.

This report shall be published in the Journal Officiel.

# BELGIUM.'

The outstanding fact about vocational reeducation for Belgian war cripples is that it is absolutely compulsory. According to a decree issued by the minister of war, November 5, 1914, Belgian soldiers who are incapacitated by their wounds from following their former trade or occupation are not discharged and sent home at the end of their hospital treatment, but are declared "candidates for discharge" and sent to a reeducational school. They remain nominally soldiers, under army control and subject to all military laws and regulations.<sup>2</sup>

Compulsory reeducation has been accepted without dispute by Belgians because the majority of the soldiers have no homes to which they can return. With the larger part of the country occupied by the enemy, it is impossible for them to go back to their old way of life. There is no counter attraction to make reeducation distasteful.

In the early days of the war before reeducation had been decreed, many disabled soldiers were discharged from the hospitals and from the army and left to shift for themselves. Those who were strong enough and had ambition readily found work in France or England, but many were so shattered in body or so demoralized by their experiences that they wandered from place to place, bewailing their lot and begging for charity. In order to rescue these men from their distress, the decree which made reeducation compulsory for men still in the army was extended to all discharged Belgian soldiers. All discharge papers were revoked, and all discharged soldiers were required to undergo a new physical examination. Those that had found steady work were allowed to remain where they were, on leave of absence without pay; those that were drifting about the country were sent to the military hospitals and to the reeducational schools.

There are in Belgium—that is to say, in exiled Belgium, on French soil—two large schools which provide vocational training for disabled soldiers. The École nationale belge des mutilés de la guerre

<sup>1</sup> Material for this chapter prepared by Gladys Gladding Whiteside.

<sup>&</sup>lt;sup>2</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés. Paris, 1917, p. 13.

<sup>8</sup> Ibid., p. 15.

at Port-Villez was organized by the minister of war and is entirely supported by him. The Dépôt des Invalides at Sainte-Adresse is a private institution founded by M. Schollaert, the president of the Belgian House of Representatives. In addition to these two large schools, shops for readapting men to work have been organized in connection with the military hospital of Bonsecours at Rouen.

#### THE SCHOOL AT PORT-VILLEZ.

The school at Port-Villez was built by the minister of war on land presented to the Government for the purpose by a Belgian gentleman. It is situated on a plateau overlooking the Seine, about halfway between Paris and Rouen, in the midst of a beautiful and fertile country. The nearest town is Vernon, in the Department of the Eure.

On July 12, 1915, a detachment of auxiliary engineers of the Belgian Army began to clear the ground of stumps and copses in preparation for the erection of buildings. On August 21, when only about a tenth of the construction had been completed, the first group of pupils arrived from the hospitals. In a year from that time 1,200 men were being reeducated there.<sup>5</sup>

The school has the appearance of a vast camp with its 92 wooden barracks arranged in three rows, each barrack being of the type of the portable field hospital huts, with double walls and cement foundations. At one end of the row of barracks is the large meeting hall and beyond that the officers' quarters and the infirmary. At the other end are a steam sawmill and joinery which were already on the place and a shed which has been transformed into a shop for hand carpentry. Beyond are the garage and repair shops for trucks and automobiles, and farther still the stables and the poultry yard. In front of the barracks is a large garden. Buildings have been put up as there was a demand for them, and greater additions are being planned for the future. It is hoped that the shops can soon be transferred to large new halls so that the existing barracks can all be used for dormitories.

#### ORGANIZATION OF THE SCHOOL.

The work of the school is divided among three departments—the medical service, the academic department, and the department of technical training. When the school was first organized, the chief physician of the medical service was made the administrative head, but now the three departments have been placed on an equal footing and an army colonel has been made the general superintendent

<sup>6</sup> Ibid., p. 63.

<sup>&</sup>lt;sup>4</sup> De Pacuw, Léon: La rééducation professionelle des soldats mutilés et estropiés. Paris, 1917, p. 25.

#### The Medical Service.

The chief duty of the medical service is to provide functional reeducation for those that need it. This service is also charged with keeping a file showing the vocational capacity of each man and with watching over his vocational training. In addition it superintends the manufacture of orthopedic appliances. Men sent to Port-Villez from the base hospitals at Rouen have been provided with artificial limbs, but special appliances which make it easier for crippled men to work at certain trades are manufactured and supplied at the school.

Functional reeducation is carried on by means of (1) mecanotherapy with apparatus; (2) electrotherapy, employing the Leclanché galvanic battery; (3) hot air baths; (4) medical gymnastics and massage; and (5) fencing, games, and sports. The treatment appropriate to each man's condition is given to him at certain hours of the day during the course of his apprenticeship at a trade.

In the experience of the school the improvement effected through physiotherapy and regular gymnastics is greatly augmented by the beneficial exercise which the pupil gets in the workshop. It has even happened that a man's condition has been greatly improved through work after another institution had declared that nothing more could be done for him by physiotherapy.

Pupils in the commercial courses who get no exercise in their work take special gymnastics and exercises.

# The Academic Department.

The academic department provides general schooling for men learning trades, theoretical instruction in the trades, and special courses for men who wish to fit themselves to be clerks with business concerns or with the Government.

Men in the trades are divided into three groups—the illiterate, the men who have had only the rudiments of a schooling, and those who have gone through a grammar school. These groups are again divided into classes, which receive two hours of instruction a day in school subjects. Each class is made up of men speaking the same language, and the instruction is given, naturally, in that language. Out of 28 classes, 11 were conducted in French and 17 in Flemish. Men in the higher classes have passed excellent examinations in writing the two languages and in solving arithmetical problems of real difficulty. A special course for men who have passed through the higher class is given one hour a day. It includes bookkeeping adapted to the needs of artisans and simplified contemporary history.

<sup>•</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés, Paris, 1917, pp. 70-80,

The plan of the theoretical instruction is the same for all the trades. It includes the study of tools and machinery, of raw materials, their physical and chemical properties, their source, conditions of purchase, etc., the processes of the trade, how to determine the sale price of the articles made, and how to place them on sale. The director of this department has aided the shop foremen by suggesting to them good teaching methods and by sketching lesson plans. Once a week he and the technical director hold a meeting of all the shop foremen and instructors to discuss methods and technical questions. Everything is done which can help to make the theoretical instruction a real aid to the practical work. Wood and metal workers attend special classes in drafting, not to become draftsmen but so that they may with facility read and make working drawings.

The commercial courses are for men who on account of their previous education and circumstances wish rather to obtain an office position than to learn a trade. They were originally organized by the Belgian Government in a special school at Mortain (Manche), but before the school had been running a year, through some conflict of interests or some misunderstanding, the old abbey which housed it was ordered transformed into a hospital. Arrangements were then made to transfer the school to Port-Villez and to incorporate it in that institution. It is known now as the "school of clerks of commerce, industry, and administration" (Ecole des auxiliares du commerce, de l'industrie, et de l'administration).

The school has four main groups of subjects or departments—a primary department, a department preparing for civil-service positions, a commercial department, and a normal department for the training of teachers. Pupils in the primary department are taught French, Flemish, arithmetic, geometrical forms, elementary principles of business, history, geography, and elements of social eco-Many of these men are former railroad employees, whom the railroads, being Government concerns, are in honor bound to take back into service. Since they are unable, owing to their wounds. to resume their old work as engineers, brakemen, or porters, they are being trained for ticket sellers, station agents, and office employees. A few are learning telegraphy. Other men in this department are being trained for clerks, cashiers, and shop salesmen with private Altogether 170 men were enrolled in this department at the end of 1917. The courses are divided into two terms of six months each.

The courses of the department preparing for civil-service positions include the two national languages, a third language, writing, history, geography, business, constitutional law, arithmetic, elements of algebra, plane and solid geometry, elements of physics, social

<sup>&</sup>lt;sup>7</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés. Paris, 1917, pp. 85–93.

economics, stenography, and typewriting. Fifty pupils were in this department at the end of 1916. The work is divided into three terms of four months each.

The commercial or bookkeeping department is divided into two terms of six months each. During the first term all pupils study the elements of bookkeeping, commercial arithmetic, four languages, commercial geography, and stenography and typewriting. During the second term they specialize as expert bookkeepers, commercial correspondents, or wireless operators. There were 35 men in this department.

The 15 men in the normal department at the end of 1916 were mostly noncommissioned officers obliged because of their reduced physical powers to give up the careers they had planned for themselves. They receive their training as teachers during two terms of six months each. For practice teaching they conduct a class for the children of officers and married teachers whose families have established themselves in the vicinity of the school.

The teachers in the four departments of the "school of clerks" have been borrowed from the stretcher-bearers' corps and other auxiliary branches of the service. Before the war they were school and college teachers, expert accountants in the large banks, and men holding important administrative posts.<sup>8</sup>

# The Department of Technical Training.

Over 40 trades are taught in the shops managed by the department of technical training. The length of time necessary for learning a trade is not definitely fixed, so greatly does it depend on a man's native aptitude and his handiness in overcoming his disability, but the management of the school has found that good teaching methods can greatly reduce the time supposedly required for an apprenticeship in a given trade. By beginning with simple operations and following them with more difficult ones in well-ordered gradation, by avoiding the repetition of processes that have been perfectly mastered, and by constantly stimulating the pupil's interest, the shop foremen have obtained excellent results in a comparatively short time. In the experience of the management, lessons in school subjects and theoretical instruction also quicken the progress of an apprentice.

The shops are operated for production as well as for teaching, but good teaching is never sacrificed for the sake of increasing production. Most of the product of the shop fills orders from the Belgian Government, but when these orders do not provide the variety necessary for a thorough apprenticeship, the school takes orders from private firms.

<sup>\*</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés, Paris, 1917, pp. 164-176.

What might be an obstacle to good apprenticeship, the continual arrival of new men, is overcome by grouping the newcomers together and starting them at work under the careful supervision of a monitor. Later new groupings are made in accordance with the men's ability and progress. All work is carefully supervised by monitors, foremen, and doctors, and a man is never allowed to become discouraged. In some trades there is a monitor for every four men.<sup>9</sup>

The following brief account of the different shops describes the work they were doing in the latter part of 1916.10

Machine work in carpentry—the use of circular saws, band saws, power planes, turning machines, rotary molding cutters, etc.—was being taught to five apprentices, all former carpenters prevented by injuries to their arms from taking up their old work.

Hand carpentry and cabinetmaking were being taught to 18 apprentices from all sorts of former occupations. Among them were boatmen, truckmen, butchers, and agricultural workers, the majority of whom had an injured leg. They were making doors, windows, desks, boxes, cupboards, and other interior fittings. Two men unable to mount ladders were learning to make carpenters' tools.

In the section for makers of patterns for casters were three men who had been molders in a foundry and who were no longer able to lift the heavy frames. Two had an ankylosis of the elbow and shoulder, respectively; the third a crippled foot.

In the section for toys and knick-knacks were 10 men who had been cartmen, farm hands, bricklayers, miners, and weavers.

In the wood-carving section a wood carver by trade was overcoming the handicap of three paralyzed fingers; a cabinetmaker with a badly crippled foot was learning the trade.

A miner, a farm worker, and a factory hand, all injured in the leg, were learning to make wooden shoes.

Wood polishing is considered a good trade for men who have completely lost the use of one arm or who have had an arm amputated. Apprenticeship is rapid and easy, and the only secret of the trade is in the mixture of ingredients. Twenty-four men with arm injuries or amputations were in this section. It is expected that after the war they can be placed in furniture factories, piano factories, and factories for automobile bodies. Pyrography and brass and leather repoussé work are taught with polishing.

The section for mechanics is extremely popular with the mutilés. Among 45 apprentices there were former molders, laborers, plasterers, chauffeurs, founders, forge workers, glass blowers, and weavers. Their injuries were partial paralysis of a hand, paralysis

De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés.
 Paris, 1917, pp. 124-134.
 Ibid., pp. 94-124.

of the radial nerve, ankylosis of an elbow, and various leg injuries. Forty men had finished their apprenticeship and secured positions outside in which they were earning from 5 to 8 francs a day.

Oxy-acetylene welding is considered within the powers of men who have had a leg amputated and even of men with a badly crippled arm if they have some use of the hand. Former ironworkers with a sufficiently developed intelligence to be able to acquire the knowledge of physics and chemistry necessary in the trade are advised to take up this apprenticeship.

Fifty pupils were taking the course for chauffeurs and automobile mechanics. They were of all trades and had various lesser injuries of the arms and legs.

The section for plumbers and zinc workers contained 4 pupils who were working on the installation of a water system for the school and learning to manufacture kitchen utensils of all sorts.

The section for clockmakers contained 4 pupils.

The electricians had 16 pupils and was growing rapidly. Apprentices were required to have agility for climbing ladders and stringing wires, and a certain amount of intellectual training. Men with no use of a forearm, with an ankylosed elbow or shoulder, and with paralysis of a hand were taking up the work. A former electrician who had had his left arm disarticulated at the shoulder was studying electrical theory and hoped to obtain a position as a foreman.

The shoemaking class here, as in French schools, was the largest of all the manual trades. It contained 114 pupils. There were men of practically all occupations and with all kind of leg injuries, even amputations. One man had had both legs amputated. The course is divided into repair work and the making of new shoes. Some men who intend to set up a shop in the city specialize in repair work, but the majority wish to be able to make shoes and boots to measure. Apprentices entirely new to the trade have learned to assemble and finish a pair of army shoes in five and a half months. Orthopedic shoes for pupils in the school are made in this shop; other appliances are made by the saddlers and mechanics.

In the saddlers' shop were 30 apprentices, the majority with injured legs but some with ankylosis of the shoulder or elbow or partial loss of use of one hand. A six months' apprenticeship enables a man to earn a living in it. As a side line all saddlers are taught to make fly nets fer horses.

Tailoring attracts many men with leg injuries and some with injuries to their arms which prevent them from doing heavy work. The thumb and index finger of the injured arm must be able to hold the cloth. Men with a leg amputated use a small electric motor to run the sewing machine. Fifty-two pupils were in this section.

The furriers were fewer in number, partly because of a lack of raw materials and partly because few men have a taste for the trade. Among the 5 apprentices were a miner, two carpenters, and an agricultural laborer. The same disabilities are compatible with this trade as with tailoring.

The upholstery class was only in its infancy. A few apprentices were at work repairing the school mattresses and were in hopes of obtaining some pieces of furniture which they could upholster.

In the basketry class 46 apprentices were learning to make coarse and fine baskets and willow furniture. In addition to the regular apprentices men in the horticultural class were learning basketry on rainy days. The majority of those who expected to make a living from basketry had leg injuries. Men with certain functional injuries of the hands had their condition greatly improved by the work. The average length of apprenticeship is from six to seven months.

Typesetting by hand and by means of the linotype, and presswork were being taught in the printing shop to 21 men, variously afflicted with paralysis of the hand, inability to open the fingers, and ankylosis of the elbow and knee. Six of the linotypists after less than a year's work were fitted for positions in large printing establishments. They were capable of deciphering manuscripts and setting them correctly. Their knowledge of grammar and spelling was entirely adequate for good work, although their previous education had been of the most rudimentary sort. They had, moreover, a perfect understanding of the linotype machine and could take it apart and set it up as well as any mechanic. Pupils became competent pressmen after an apprenticeship of six months.

The engraving and lithography section had 7 pupils. Their former occupations ranged from bookbinding to truck gardening.

The bookbindery contained 7 men, each with a badly crippled hand. One-armed men have been directed to this trade, but they have become discouraged and turned to wood polishing and the painting which imitates grained wood and marbles. Four months is long enough to learn ordinary binding, but a much longer time is necessary for artistic binding.

Photogravure has been taken up successfully by one-armed men and by men with no use of one hand. The usefulness of the shop is, however, limited by lack of orders.

In the photography studio were 8 pupils who had partially lost the use of one hand. They were at work on retouching after having learned how to prepare and develop plates. Since photography hardly affords a living to a man in a small village, the school intends to combine this trade with some other, such as sign painting.

Five men were learning to operate moving-picture machines.

Among the 12 pupils of the hairdressing class were former hairdressers learning to make wigs and hair pieces, and men learning to be barbers. Men with leg amputations, with three fingers of one hand amputated, and with ankylosed elbows were in this class.

Brush making, except the manufacture of the wooden parts of brushes, is reserved for blind men.

There are several classes of industrial design or drafting. One prepares men to be simple draftsmen and estimators; a second teaches applied design to former cabinetmakers and forge workers with a talent for creative work; a third teaches drafting for machinery, not only to former machinists but also to telegraphers, stone-cutters, boatmen, and even agriculturists. Almost all the draftsmen had lost part of a hand or had an ankylosed shoulder or elbow.

Men in the building trades—carpenters, roofers, and masons—who have no longer the strength for their old work are directed toward a class which takes up the study of mathematics, topography, the elements of physics and mechanics, building materials, building laws, and hygiene; in brief, of all subjects which prepare men to be foremen or superintendents of building construction. A higher class, which includes surveying and drafting, prepares men for the examination for the position of building inspector in the department of public works.

In the sculpture and modeling class the 10 pupils were former plasterers, marble cutters, or stone carvers. Since they were engaged in a connected trade, they were making rapid progress.

Different branches of painting are taught in a number of classes, in many cases to one-armed men. One class learns to imitate grained wood and marbles, another takes up sign painting, and a third painting on china and porcelain. Pupils are required to pass through these three classes in order to be armed against the slack season. Decorative painting and painting on glass are also taught.

In the great bakery built to supply bread to the institution 6 pupils, among whom three had lost a leg, were learning to be bakers, although this is in the main a standing trade. In the connection with the supply of meat, men were learning to be butchers and sausage makers,

Former agriculturists whose injuries have incapacitated them for the heavy work of a farm are taught a trade at Port-Villez if they express their desire to learn one. If not, they receive training in raising animals or poultry, in dairying, truck gardening, fruit and tree culture, or flower raising. Fields adjoining the school property and two small farms in the vicinity have been rented for the purpose of providing this instruction. Experienced farmers, no longer fit for active service in the army, have charge of the work. Among 90 men in the sections for poultry raising, tree and fruit culture, and truck gardening, 9 had lost an arm, 1 a leg, 4 had a crippled leg, 1 a serious abdominal wound, 1 had been trepanned, and 20 had a stiffened or paralyzed arm.<sup>11</sup>

# How a Trade is Chosen.

When men arrive at Port-Villez they undergo a thorough medical examination, which determines what kind of physiotherapeutic treatment will benefit them. They are next examined as to their previous general schooling and their mental qualifications. This is done not only for the purpose of grouping them in classes for further instruction, but also to help in directing them toward a suitable trade. Certain occupations are barred to men without a fairly good general education or a quick intelligence. A third examination is conducted by the technical director, Capt. Haccour, an educator of unusual understanding and sympathy, with a gift for drawing out a man's real self and with a contagious enthusiasm. Capt. Haccour accompanies the new men on an informal tour of the workshops, lets them talk with the men at work in the various trades, and tries to discover their latent aptitudes and tastes.

Each man is then brought separately before a committee consisting of the examining physician, the academic director, and the technical director. The members of the committee compare their individual notes as to the man's capacities, consult with him as to his inclinations, and finally decide that he shall make a trial of apprenticeship in a certain trade. If after a week it appears that a man has been misplaced, his case is reconsidered and he is directed toward another kind of work.<sup>12</sup>

#### Finances.

The entire cost of the school is borne by the Belgian Government. Every effort has been made to reduce the charges of construction and equipment and to manage the school in the most economical way. The portable barracks, which are used as dormitories and shops, will be used afterwards in the devastated regions. The permanent structures have been built out of materials furnished by the owner of the property. Heating has cost only the labor required for cutting out the woods on the place. The cost of food is reduced to a minimum by having the vegetables raised by the agriculturists, the bread baked by the bakers, and the animals killed and cut up by the butchers. Tools and machinery have cost between 180,000 and 200,000 francs, but it is expected that after the war the Government can resell all the equipment to fit out factories pillaged by the enemy.

The Government allots to the school for the maintenance of the men 1 franc 97 centimes per man per day, of which 43 centimes goes

12 Ibid., pp. 40-43.

<sup>&</sup>lt;sup>11</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés. Paris, 1917, pp. 149–164.

to the soldier as his pay. This is the regular cost of maintenance of a Belgian soldier, whether he is fighting at the front or attending a reeducational school. No pensions or allowances are paid to the inmates of Port Villez, but men in the shops receive wages of from 50 centimes to 1 franc a day, which are paid out of the proceeds of articles made in the shops. These proceeds also help to defray the general expenses of the school.<sup>13</sup>

#### THE SCHOOL AT SAINTE-ADRESSE.

The Dépôt des Invalides at Sainte-Adresse, near Havre, as has been said, was founded by M. Schollaert, the president of the Belgian House of Representatives. Like many of the French schools organized by private persons, it receives financial support from the Government, but the control of its policy remains in the hands of M. Schollaert.

The school was organized in the early days of the war, when Belgian war cripples were wandering through the country asking for charity. Two of them knocked at the door of M. Schollaert, who was so shocked by their condition that he asked leave of the minister of war to provide a home and medical care for them and similar destitute men. The home was rapidly filled, an organization was formed, and arrangements were made for providing both functional and vocational reeducation.

The workshops were started on an extremely modest scale, wherever a place could be found for them in the vicinity of the manor house which housed the patients. The brush makers were installed in a stable, the turners in a kitchen, the carpenters in a hired shed, and the shoemakers in the parlor of a villa. Equipment was of the most elementary sort and instruction was given by philanthropic artisans of Havre. Later, as the work grew in importance, all the shops and dormitories were gathered together in a cantonment in portable wooden barracks. At the present time the school teaches the trades of carpentry, toy making, brush making, wood turning and pattern making, sabot making, cooperage, mechanics, metal turning, electrical work, plumbing, upholstering, shoemaking, tailoring, paper binding, printing, making of plaster casts, manufacture of orthopedic appliances and artificial limbs, and the manufacture of envelopes.

The organization of the school is practically the same as at Port-Villez, with a medical department, an academic department, and a technical department. Nominally the physician in chief is the director of the school, but actually M. Schollaert controls its activities and program. As at Port-Villez, all pupils must study school subjects in addition to the work they do in the shops.

<sup>&</sup>lt;sup>13</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estropiés. Paris, 1917, pp. 182-190.

Since December, 1914, through agreement with the minister of war, the depot admits all disabled or invalided soldiers sent to it by the army. It receives from the Government 2 francs 50 centimes a day for each man, out of which it pays 25 centimes to the man. The quartermaster furnishes clothing and the medical corps beds and bedding. Men of the oldest classes unfit for further active service and nurses and stretcher bearers, have been detached from the army to serve as instructors and to maintain discipline. While inmates of the home are classed as apprentices, they receive wages of from 50 centimes to 1 franc a day, but later when they have acquired the skill of normal workmen they receive an average of 2 francs 50 centimes a day or 60 francs a month. Ten francs of this is given to them for pocket money and the rest deposited in their savings account. Each workman possesses a complete set of tools which he pays for gradually.

At the end of 1916, 699 men were present in the school.14

# THE "HOME UNIVERSITY" OF PARIS.

The "home university" of Paris completes the system of vocational instruction organized by the Belgian Government for its disabled soldiers. When the school of clerks was at Mortain it offered opportunities for higher education to young men whose studies had been interrupted by the mobilization summons, but after the school was moved to Port-Villez, the minister of war thought it advisable to discontinue these courses and in their stead to provide opportunities for study in Paris. To this end he organized in Paris what is called a "home university," an institution where disabled soldiers are boarded and lodged at the expense of the Government while they pursue their studies in the great Paris schools. At the end of November, 1916, six young war cripples were in the "home university" studying law; two, medicine; one, natural sciences; one was enrolled with the faculty of philosophy and studying to become a higher teacher: three were in a commercial college; four in an electrical college; two were in the Lycée Saint-Louis, and one was in a Catholic college. Their books and instruments are furnished them by the ministry of arts and sciences.15

 <sup>&</sup>lt;sup>14</sup> De Paeuw, Léon: La rééducation professionelle des soldats mutilés et estroplés.
 Paris, 1917, pp. 190-200.
 <sup>15</sup> Ibid., pp. 178-182.

# IV.

# GREAT BRITAIN!

The English system of caring for the disabled soldier is the outcome of leaving the care of the ex-service man in the past largely to voluntary philanthropic organizations. To be sure, England had a system of pensions, based largely upon length of service and meritorious conduct. How inadequate these were may be judged from the fact that up to the present war the scale of pensions had not been changed in 50 years, notwithstanding the rising standard of comfort and the increased cost of living. The enlisted man and his dependents fared particularly badly because the regular army and navy were recruited from the unmarried and the encumbrance of marital ties was frowned upon by the war office and admiralty. The professional soldier who might see service in Aden or Singapore or Jamaica was not thought the proper person to assume the apostolic prerogative to "lead about a wife." When his survivors and dependents fell upon troublous times after a campaign in the Crimea, or the Sepoy mutiny or a naval disaster, an appeal was made to the public for funds to supplement the inadequate provisions of the State. So numerous were these various special funds that Parliament designated a custodian for them which, after functioning for some years, came to be known finally, in 1903, as the Royal Patriotic Fund Corporation,<sup>2</sup> to whom new responsibilities of care and oversight were assigned at the outbreak of the present war, as we shall see later.

The English had become so accustomed to the spectacle of philanthropic organizations supplementing the inadequate provisions of the Government for its ex-service men that they had come to doubt that it was possible for the State to formulate rules that would be elastic enough to fit all cases. Certain minimum provisions readily executed by the dry mechanics of a government bureau sufficed as long as the human element was supplied by voluntary organizations endowed with heart and conscience. The opinion of the Right Honorable W. Hayes Fisher, for many years chairman of the executive committee of the Royal Patriotic Fund Corporation, expressed

<sup>1</sup> Material for this chapter prepared by John Culbert Faries, Ph. D.

<sup>2</sup> First report of the Royal Patriotic Fund Corporation, 1904.

at a hearing before the Select Committee on Naval and Military Services, late in 1914, illustrates this feeling. He said:

"I want to emphasize my own opinion, drawn from long experience, an opinion I believe shared by all my colleagues, that unless the Government fix a flat rate of pensions on an extravagant and wasteful scale, there will always be need of some body ancillary to the Government departments to make supplementary grants and give additional aid, and, above all, to introduce into its administration the human element, if we are to avoid much unnecessary suffering." <sup>8</sup>

The best comment upon that opinion is found in the subsequent action of Parliament in establishing a uniform pension system on an adequate basis and supplying the element of elasticity in a scheme of alternative pensions, as we shall have occasion to see. It is a little difficult to reconcile the opinion quoted above with another statement made by the same gentleman before the same committee in reference to the reconstruction of the royal patriotic fund in 1903. He said:

I have always regretted that the Government at that time did not take a bolder line, and put an end to the present system of administering state pensions and supplementary grants; a system which was never created by one mind at one time, but is the mere product of chronology, and is, in consequence, complicated and chaotic.<sup>4</sup>

The Government did take that bolder step in 1917.

One of the "ancillary" bodies, to use Mr. Fisher's term, which came to the rescue of the ex-service man before the present war was the Incorporated Soldiers' and Sailors' Help Society. It was established under royal patronage at the close of the South African War "to help soldiers and sailors by providing them with the name and address of a 'friend' in each parish or ward throughout the Empire, to whom they may be commended on discharge from the army or navy for aid in obtaining employment or other forms of help suited to their needs."

The older Tommy Atkins presented a harder employment problem than will the members of the new army. Army life in peace times offers few attractions to the industrial effective who can provide a home by the fruit of his labor. The man who is industrially unattached, or is disinclined to assume the responsibilities of that home making for which the English people are so noted, is the man who is most likely to follow the soldier's trade with its dangers and vicissitudes. And when he falls out of service through the expiration of his enlistment, or through disablement, he is not the easiest man in the world for whom to find employment. He is likely to be a man without trade skill or acquired habits of industry. So it is not sur-

<sup>&</sup>lt;sup>3</sup> Special report and second report from the Select Committee on Naval and Military Services, Proceeding of Committee and Minutes of Evidence, 1915, p. 247.

<sup>4</sup> Ibid., p. 248.

<sup>&</sup>lt;sup>5</sup> The Incorporated Soldiers' and Sailors' Help Society. Regulations for officeholders, p. 1,

prising that the Soldiers' and Sailors' Help Society met with indifferent success in its efforts to find employment for ex-service men. The "friends" who were listed on its roster seem to have been the easy marks for the professional tramps, according to the testimony of an ex-service man who did some tramping on his own account armed with perfectly good discharge papers.<sup>6</sup>

However, the experiences of the society led it to undertake a valuable experiment in reconstruction. The difficulty it experienced in finding work for disabled men led it to open workshops in London for the employment of handicapped men and their dependents. They anticipated by 10 years the methods adopted by the principal belligerent countries in dealing with the problem of their disabled soldiers, namely, by special training.

When the war came to enormously augment the task of the society, a public appeal was made for funds with which to expand the work. Lord Roberts, the nation's military idol, evinced a lively interest in the work, and after his death the shops were called the Lord Roberts Memorial Workshops.<sup>7</sup>

The object of the society in conducting these shops is "to teach useful trades to men discharged as medically unfit, who, by reason of their disability, consequent on their service, are unable to take ordinary employment, and to make such cases, as far as possible, self-supporting, by disposing of the work they turn out." They are not, therefore, primarily vocational schools to train men by a short, intensive course to reenter industry and maintain themselves in the field of open competition. While some do leave the shops and take positions elsewhere, it is expected that most of them will remain as permanent employees under work conditions favorable to the handicapped man. The workshops must be conducted upon a commercial basis, paying wages to its workmen and marketing the finished product. This the shops have been able to do with an encouraging degree of success.

The advantage of such an institution is that it can afford steady jobs to substandard workers and can adapt machinery to the disabilities of handicapped operatives. The central workshops in London have operated at a profit and claim that the output of the factory has been largely absorbed by the wholesale trade entirely aside from charitable motives. The men are paid an initial wage of 4 pence an hour for eight weeks, and after that a minimum wage of £1 a week, according to a man's capabilities.

The need was seen of establishing branches in different parts of the country, to afford opportunities for disabled men in other than

<sup>6</sup> W. G. Clifford: The ex-soldier, by himself. London, 1916.

<sup>7</sup> The national tribute to our permanently disabled soldiers and sailors

The Incorporated Soldiers' and Sailors' Help Society. Annual report, 1915,

the London district, and now there are workshops at Plymouth, Brighton, Colchester, Nottingham, Birmingham, Liverpool, Bradford, Newcastle, Edinburgh, and Belfast. Toy making has been found to be a profitable industry, and the various processes afford work of many types for men with different disabilities. There is a division of labor between the different branches, one doing the woodwork, another the metal work, a third the printing, and so on. The workshops have dealt with 850 men disabled in the present war, and the society has plans for a further expansion of the work so that 4,000 or 5,000 disabled men can be employed at one time in the various workshops.<sup>9</sup>

While institutional care and specialized workshops will probably be needed in the case of grievously handicapped men, the principle is pretty clearly established that it will be better for the man and for society, if he can be trained to meet the competition of the workaday world and maintain himself in the industries of his own locality. The institution which will commend itself as meeting the extraordinary requirements of war time and after will be the one which will be rather a vestibule, through which a large number of men may pass as rapidly as possible into the normal industries of a community, than a sheltering workshop of limited capacity with only a small exit to the field of competitive enterprise.

# FEELING ITS WAY.

The outbreak of the war found the British Government wholly unprepared to cope either with the problem of caring for the dependents of men called into service or for those who might be disabled. Fortunately, there was an organization that had had long experience in looking after the needs of enlisted men. This was the Soldiers' and Sailors' Families Association, which had rendered valuable service in the South African War and after. Its forces were quickly mobilized to meet the unprecedented demands for relief for soldiers' families.

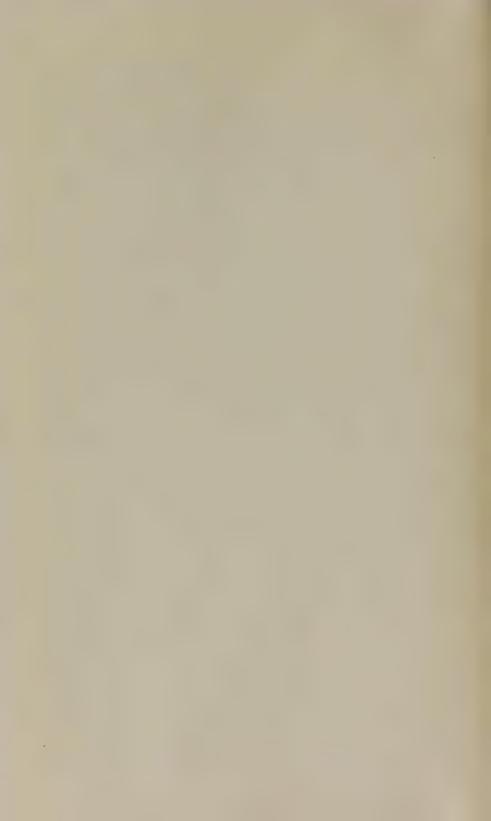
The chaotic condition of affairs may be judged from the fact that at the outbreak of the war the army pay offices had only 1,500 soldiers' wives on the pay roll, owing to the policy of discouraging men from marrying "on the strength." Every inducement, including the promise of the care of dependents, was offered to hasten the recruiting of the new army. On August 10, 1914, the prime minister proclaimed in Parliament that women "off the strength," that is, those whose marriages were not recognized by the military authorities, would be given the same allowances as women "on the strength."

<sup>&</sup>lt;sup>9</sup> Maj. Algernon Tudor Craig: Lord Roberts Memorial Workshops for Disabled Soldiers and Sailors, Recalled to Life. London, 1917, i, pp. 289-294.

<sup>10</sup> Report on the Administration of the National Relief Fund up to Mar. 31, 1915, p. 4.



THE BRITISH MINISTER OF PENSIONS ADDRESSING OVER FOUR HUNDRED LIMBLESS MEN AT BRIGHTON, ENGLAND.



Within a fortnight the number of wives entitled to a separation allowance had risen to 250,000. The difficulties were increased because the addresses of many soldiers' wives were unknown, and in some cases the men concealed the fact of their marriage. Many women whose husbands had disappeared claimed that they had enlisted and the facts had to be established. There was an inevitable delay of weeks, and even months, in the payment of separation allowances and certain hardships resulted.

The Soldiers' and Sailors' Families Association was the only organization with experience in dealing with the matter, and to meet the urgent needs, local committees, composed largely of ladies of leisure and clergymen, were appointed in all parts of the country. These committees assisted in investigating the needs and claims of dependents and in distributing relief. This system of local committees is now an important part of the State machinery for caring for disabled soldiers and sailors. It was analogous to the plan for the administration of the old age pensions act of 1908, which provided for the appointment of a local committee in every borough and urban district having a population of 20,000 or over.

When it became apparent that funds of large proportions would be necessary to meet the distress that would inevitably arise through war conditions the Prince of Wales issued an appeal on August 6. 1914, for a national fund of which he became the treasurer. Queen Mary added an appeal to the women of the country to give their services in the local administration of the fund which was known as the national relief fund. The executive committee, composed of leading members of Parliament, decided to entrust the distribution of military grants to the Soldiers' and Sailors' Families Association. The association had long experience of work of this nature and had satisfactorily undertaken the distribution of large sums during the South African War, and the committee felt it desirable to secure the cooperation of the only existing organization in close touch with the war office and the army pay offices throughout the country and possessing special experience in the intricacies of naval and military scales of pav.11

During the first two months of the war the money dispensed by the association was mostly in the form of gifts, but later its work was rather that of making advances on allowances and supplementing inadequate grants.<sup>12</sup> The advances were largely recovered upon the payment of allowances by the Government.

The inadequacy of the scale of separation allowances was so apparent that the executive committee of the national relief fund

<sup>&</sup>lt;sup>11</sup> Report on the Administration of the National Relief Fund up to Mar. 31, 1915, p. 4.

<sup>12</sup> Conference on war relief and personal service. London, 1915, p. 12.

authorized the Soldiers' and Sailors' Families Association to increase the allowances to a scale which was then adopted by the Government. When the same committee extended allowances to dependents other than wives and children, and finally to unmarried mothers who made a real home for their children, the Government adopted the same policy by an army order of October 27, 1914.

On November 18, 1914, Parliament appointed a select committee to consider a scheme of pensions and grants for disabled officers and men and their dependents. In their first report 13 presented to Parliament in January, 1915, they proposed an increase in the Government scale of pensions and allowances and suggested that the national relief fund and other local funds be invited to supplement the Government rates where it appeared to be desirable, having regard to all the circumstances of the case. In its second special report to Parliament in April, the committee proposed that a statutory committee of the royal patriotic fund (alluded to above), to be composed of 25 persons, should be appointed to decide questions of fact in regard to pensions payable to dependents other than wives and children and in proper cases to supplement out of voluntary funds of a national character the separation allowances and pensions paid by the State. 14

In the meantime, the local Government board appointed a committee in February, 1915, upon the provision of employment for sailors and soldiers disabled in the war. The chairman of the committee was Sir George H. Murray, who was also chairman of the executive committee of the national relief fund. The report to Parliament of the Disabled Sailors' and Soldiers' Committee declared that "the care of the sailors and soldiers, who have been disabled in the war, is an obligation which should fall primarily upon the State; and that this liability can not be considered as having been extinguished by the award of a pension from public funds. We regard it as the duty of the State to see that the disabled man shall be, as far as possible, restored to health, and that assistance shall be forthcoming to enable him to earn his living in the occupation best suited to his circumstances and physical condition." 15

The committee proposed that the after care of a man discharged from military service because of disability should be intrusted to a central committee acting under the direction of some Government department. Such a committee should include representatives of the Admiralty, of the war office, of the board of trade, of the local Government board, of the board of education (in relation to tech-

 <sup>&</sup>lt;sup>13</sup> Great Britain: Select committee on naval and military services, special report, 1915.
 <sup>14</sup> Grea' Britain: Select committee on naval and military services, second special report, 1915.
 <sup>15</sup> Great Britain: Report of Disabled Sailors' and Soldiers' Committee, p. 2.

nical training), of the board of agriculture and fisheries, of the national health insurance joint committee, of employers of labor, of trade-unions or other labor organizations, and of the existing voluntary agencies for obtaining employment for discharged soldiers and sailors.<sup>16</sup>

The committee reported May 4, 1915. On November 10, 1915, the naval and military war pensions, etc., act, 1915, was passed by Parliament.<sup>17</sup> The purpose of the act was "to make better provision as to the pensions, grants, and allowances made in respect of the present war to officers and men in the naval and military service of His Majesty and their dependents, and the care of officers and men disabled in consequence of the present war, and for purposes connected therewith."

It provided for a statutory committee of the Royal Patriotic Fund Corporation, to consist of 27 members, composed largely as outlined by the committee on disabled sailors and soldiers. The statutory committee was to be assisted by local committees in every county, county borough, and urban district having a population of not less than 50,000. The composition of the local committee was left to the local council, but it was stipulated that it should include some women, some representatives of labor, and members of the Soldiers' and Sailors' Families Association and the Soldiers' and Sailors' Help Society. The statutory committee, assisted by the local committees, was, in general, to supplement, out of funds at its disposal, allowances or pensions deemed to be inadequate, or to make advances on delayed payments; to decide questions of fact relating to allowances and pensions; to make provision for the care of disabled officers and men after they have left the service, including provision for their health, training, and employment.

The statutory committee was thus to assume, under Government supervision, the duties discharged by the national fund working in conjunction with the two associations already mentioned. It was expected that the work of supplementing inadequate allowances and pensions would still go on, as the Government did not see its way clear to establish a flat rate of pensions sufficiently liberal to meet the necessities, or elastic enough to provide for differences in prewar incomes. To do this the statutory committee was expected to raise funds for the purpose. But it soon became evident that this was impractical, for it was felt in many quarters that inasmuch as the State had undertaken to direct the work formerly done by voluntary organizations, it should also provide the funds. So the committee was given an initial grant of £1,000,000, a sum that was subsequently largely increased.

17 5 and 6, Geo. 5, c. 83.

<sup>16</sup> Great Britain: Report of Disabled Sailors' and Soldiers' Committee, p. 6.

This plan had not been long in operation before it was seen to be faulty, in that no responsible ministry was charged with this large expenditure of public funds. The statutory committee was only a quasi-official organization and, not being a governmental department, could not communicate directly with other departments.

Furthermore, the responsibility for the care of the disabled man was divided between the commissioners of the Royal Chelsea Hospital, the Admiralty, and the statutory committee. In 1681 the Royal Chelsea Hospital was founded by Charles II as a kind of soldiers' home, after the order of the Hôtel des Invalides. The granting of pensions to disabled soldiers had for over two centuries been in the hands of the Chelsea commissioners. The record of those 200 years is filled with hardships to the disabled soldier because of the inadequacy of the pensions and the fact that for a long time the pension funds were largely drawn from the soldiers' pay in the form of compulsory contributions. The commissioners also supplied the cripple with artificial limbs. The Admiralty looked after the disabled in the navy, which had its own scale of pensions. The functions of the statutory committee have already been stated.

## A MOVE TOWARD UNIFICATION.

In order to unify the administration of pensions, grants, and allowances to men discharged from service because of physical unfitness, Parliament passed in December, 1916, the ministry of pensions act, 18 by which all the powers and duties with respect to these were transferred from Chelsea Hospital, the war office, and the Admiralty to the ministry of pensions.

No change was made in respect to the statutory committee, which was now made responsible to the ministry of pensions, and the local committees continued to function as before. But it was not long before it was found that it was inconvenient to have the responsibility divided between the statutory committee and the ministry of pensions, and in April, 1917, the former asked that its functions be transferred to the ministry of pensions and that it cease to act. The request was granted and the statutory committee passed out of existence August 31, but the local committees continue to perform their work under the direction of the ministry of pensions.

The basis upon which pensions were at first awarded to disabled men was compensation for decreased earning capacity. Upon his discharge the man appeared before a medical military board, which made a rough estimate of his decreased earning capacity due to his injury and awarded a temporary pension accordingly. After a time, perhaps in six months, he would be reexamined and if his earning power had been increased through training, or he had been able to secure remunerative employment, his pension might be decreased. The result was that the incentive to take training was removed inasmuch as it was liable to result in a reduction of his pension. It was quite evident that a different principle in the awarding of pensions would have to be adopted if "pension hysteria" were to be obviated. All the other allied countries have been forced to meet this difficulty in a similar way.

# SETTLING THE PENSION QUESTION.

The royal warrant of 1917 bases a man's pension upon the degree of his physical disability, not upon the decrease in his earning capacity. 19 A private who is discharged because of physical unfitness attributable to military service receives 27s, 6d., a week during his lifetime if he is accounted totally disabled. Officers receive more according to their rank. A man is accounted totally disabled, for pension purposes, if he has lost two or more limbs, a limb and an eve, the sight of both eves, or certain other specific disablements. He is considered to be 80 per cent disabled if he has suffered the loss of both feet, a leg at the hip, a right arm at the shoulder, or the loss of speech. A short amputation of the thigh, the loss of a left arm at the shoulder, or of a right arm above or through the elbow is counted as a 70 per cent disablement, and so on through a schedule of specific injuries down to what is counted as a 20 per cent disablement. Below that degree the man is given a lump sum once and for all. This is termed a "gratuity."

The warrant states that "when a permanent pension has been granted it shall not be altered on account of any change in the man's earning capacity, whether resulting from training or other cause." This effectually laid the ghost of pension bugaboo. When the men learned that whatever they were able to earn was just so much to the good, the incentive to take training was greatly increased.

It is quite possible that a man who is accounted to be totally disabled, say, through the loss of a hand and a foot, may be trained to earn a fair wage which, when added to his pension, will enable him to raise his standard of living. It is a fact that there are some disabled soldiers who are in better financial circumstances now than they were before the war because of this dual source of income.

In addition to his disability pension a man is to receive an allowance of 5s. a week for the first child under 16 years of age, 4s. 2d. for the second child, 3s. 4d for the third child, and 2s. 6d. for each child after the third. These allowances may be continued beyond the

 $<sup>^{19}\,\</sup>mathrm{Great}$  Britain; The drafts of a royal warrant and of an order in council for the pensions of soldiers and sailors disabled, etc., 1917, p. 11.

age of 16, up to 21 years if the child is receiving education in certain schools or is incapable through infirmity of earning a living.

The new warrant also introduces an element of elasticity and of adjustment to a man's prewar wage by a scheme of alternative pensions. The effort has been made to restore a man approximately to his prewar standard of living. If a man can show that his pension, with children's allowances and the wages he is capable of earning falls short of his prewar wage, he may be granted in lieu of his pension and children's allowances an alternative pension "which, together with the average earnings (if any) of which he is judged capable, shall not exceed his prewar earnings, up to a maximum of 50 shillings a week, plus half of any prewar earnings between 50 shillings and 100 shillings a week." This somewhat complicated arrangement inures to the benefit of the skilled worker who was earning high wages before the war.

### OCCUPATIONAL TRAINING.

We must now consider the State's plan for affording a disabled man such occupational training as he may need to fit him again to become a wage earner in spite of his handicap. Every crippled man has residual powers which may, through training, be turned to his economic and moral benefit. The man who lies down on his pension when he might be a productive unit in industry not only suffers loss himself but is a drag to society, however much his services to his country may deserve grateful recognition. No better recognition can be given his services than to put him in the way of returning to a life of normal and improving activity.

Section 6 of the royal warrant provides for the support of a man and his family during his period of training and the payment of all fees involved. It provides, in general, that when it is deemed best that a man should receive training in a technical school, or otherwise, that he shall receive his total disability pension of 27 shillings 6 pence a week and, if his training necessitates his living away from home, his family is to receive, in addition, such allowances as would fall to them in case he were dead. In other words, during training he is paid as if he were totally disabled and his family as if he were dead. A deduction of 7 shillings a week is made to cover his maintenance while living in an institution, all fees for tuition are paid, and, in addition, he is given a bonus of 5 shillings a week for the whole period of his training.

It may help to an understanding of the State's plan if we follow the fortunes of a man from the time he is injured until he is placed again in industry.

Prior to a man's enlistment his standard of living was generally determined by the wages he received. Upon his enlistment he re-





WITH WORKING ARM APPLIANCES THESE MEN HAVE GONE, AFTER PROPER TRAINING, TO EMPLOYMENT IN THE MAKING OF SUBMARINE FITTINGS AND CHEMICAL GLASSWORKING, LONDON.



ceived his soldier's pay of 7 shillings a week and upward, according to the branch of service, his rank, and period of service. Out of this pay the private must allot 3 shillings 6 pence a week to his family. The Government adds to this allotment 9 shillings a week for a wife, 5 shillings a week for the first child, 3 shillings 6 pence for the second, and 2 shillings for the third and each additional child. This constitutes the "separation allowance" for the maintenance of the family while the breadwinner is in military service. It is paid weekly in advance through the post office.

From the moment a man is so seriously injured at the front that his discharge from military service is inevitable because of his physical incapacity his return to his prewar status in civil and industrial life is begun. The State has recognized its obligation to assist him all the way back. During the first part of his return trip—that is, until his medical treatment has advanced to such a stage that he can be fitted with an artificial limb in case he needs one and can get the further care he may require as an out patient—he is under military authority. During the second stage of his return, after his discharge from the army or navy, the State continues its care under civil authorities acting through the war pensions local committee.

After receiving first aid near the scene of action he passes through the clearing station to the base hospital, and thence to a first-grade hospital in "Blighty." If he needs special orthopedic care he is sent to one of the seven or more military orthopedic hospitals. If he has suffered the amputation of a limb he goes to a "limbless" hospital and is given every opportunity to make as complete a recovery as modern science can assure. He is given massage, electrical treatment, mechanotherapy, and other forms of treatment designed to restore functional activity in the injured member and fit the stump for an artificial limb.

Chief among the therapeutic agents is manual work of some kind. This is styled "occupational therapy." For this purpose workshops have been established in the principal limbless hospitals, notably at Brighton, where the work is supervised by vocational experts drawn from existing technical schools. Functional activity in the injured member is less delayed by the discomfort of exercise when the mind is intent upon accomplishing a bit of work than when a prescribed motion is followed because of its therapeutic value.

It is during this early stage of his recovery that a disabled man is given the first opportunity, under military supervision, to begin a course of training that may fit him either to resume his former occupation or enter a new one. The training is not compulsory, but

<sup>&</sup>lt;sup>20</sup> There are five military hospitals for limbless men: Pavilion Military Hospital, Brighton; Alder Hey Auxiliary Hospital, Liverpool; Scottis National Red Cross Hospital, Bella Houston, Glasgow; Edinburgh War Hospital, Bangor; Welsh Metropolitan War Hospital, Whitechurch near Cardiff.

the men are strongly urged to begin a training that can be continued in a technical school after their medical treatment has been completed and they are discharged from military service. The principal courses given in Brighton are in commercial subjects, wood and metal working, motor mechanics, and electrical engineering.

The disabled man may remain at the limbless hospital from three to six months before he is ready to be fitted with an artificial limb. He is then sent to a "fitting" hospital, the most notable one being at Roehampton. This was the first hospital to establish a workshop adjunct. The shops are called the Queen Mary Workshops in honor of the Queen, who contributed to their establishment.<sup>21</sup> Here the stay is of shorter duration than at Brighton, generally lasting from 10 days to 3 weeks. Surgeons examine the candidate for a limb and prescribe the kind they think best adapted to his needs.

There are several manufacturers of artificial limbs with workshops on the hospital grounds. The material used is largely willow wood grown in the United States and covered with rawhide. When a man has lost both arms he is generally fitted with one ordinary arm and a Carnes' arm, an expensive and complicated American invention.

When the limb is made and fitted a period of trial is begun, with frequent inspection to test its suitability and to enable the recipient to accustom himself to its use. In the shops at Roehampton practically the same trades are taught as at Brighton, and a man who has availed himself of the longer period of training in the former hospital may reap further vocational benefits while being fitted.

After a man has been fitted with an artificial limb and has acquired some proficiency in its use he is ready for discharge from military service. Up to this point he has been receiving his army pay and his family its separation allowance. His treatment and his limb have been furnished by the military authorities. His discharge will work a change in his status. He will pass out from under the care of the war office, and his future will be directed by the ministry of pensions working through the local committee of the district from which he enlisted.

When the extent of a man's disability is determinable, as is the case with a limbless man, his pension is fixed at once according to the schedule of disabilities put forth in the royal warrant of 1917. In the case of a man whose injury has not reached its final stage a provisional pension is awarded, which may be either increased or decreased, according to the results of further treatment. But when the final stage has been reached and it is believed that the permanent

<sup>&</sup>lt;sup>21</sup> Other fitting hospitals are: Princess Louise Scottish Hospital for Limbless Sailors and Soldiers, Erskine House, Glasgow; Edenhall Hostel, Kelso; Prince of Wales' Hospital, Cardiff; Ulster Volunteer Hospital, Belfast; Princess Patricia's Red Cross Hospital, Bray, County Wicklow.

results are determinable, the man is granted a pension <sup>22</sup> which can not be altered to his disadvantage, however great an earning capacity he may develop. But should his disablement increase, from causes attributable to his military service, the question may be reopened at his request and the amount of his pension readjusted to his benefit.

Upon his discharge from military service the man is given a card prescribing the further medical treatment he should have. He has already been visited in the hospital by a representative of the local committee of the district in which the hospital is located, who obtains the facts about his former employment, his preferences, and any other information that may be helpful to the local committee of his home district in planning for his future. This information is sent to the local committee of the district into which he will go on discharge.

The experience at Roehampton is that men under treatment fall into three classes: (1) Men who are prepared to work anywhere and for whom employment must be provided, (2) men who will return to their former employers, and (3) men who will only work in the vicinity of their own homes.

Several courses are open to the disabled man upon his return to his home. He may remain idle and attempt to live on his pension, in which case his standard of living is likely to decline, or he may seek such employment as he may enter without training. The temptation to do this at present, when there is an abundance of work even for handicapped men, is very strong. If he slights the training offered at the State's expense he is in danger of entering a "blind ally" occupation in which there will be no chance for a disabled man at the close of the war when the able bodied return to compete with him. If he yields to this species of opportunism his standard of living may keep up for a while, but it is likely to fall rapidly when normal industrial conditions return.

The other course open to him, and the one the authorities urge him to take, is to undergo training for some approved occupation at the expense of the State.

It is the duty of the local committee to get in touch with a discharged man on his return home and look after his needs. If he needs further medical treatment, as indicated on his discharge card, he is to be directed to some hospital where he may receive the necessary care at the State's expense. The royal warrant stipulates that if a man will not undergo the prescribed treatment one-half of his pension may be withheld. But this extreme measure is not adopted except in the case of contagious diseases, such as tuberculosis.

<sup>22</sup> This is termed the "minimum pension." For the "alternative pension," see p. 86.

Training is not compulsory, but it is the duty of the local committee to urge it upon disabled men, as the instructions of the Ministry of Pensions indicate:

The local committee should regard themselves as responsible for all discharged men of this class living in their area. They should make it their business to get in touch with every such man, whether or not he has obtained employment or occupation since his discharge, and see that the treatment or training which his condition needs is secured for him when he needs it. Many men are able very readily at the present time to obtain employment of one kind or another, but such employment may, owing to their physical condition, be actually detrimental to their permanent health. Others may drift into occupations in which their employment may only be temporary, whereas if they had received training for a skilled occupation they would have the prospect of permanent employment. It is vitally important both in the man's interest and in that of the Nation that any case which needs either treatment or training should be taken in hand at once. Local committees must not be content with dealing only with the men who happen to present themselves to them for assistance; they must see that they have information as to the condition of all discharged pensioners in their areas, and make a point of getting in touch with them directly they are discharged.23

It is not expected that every disabled man will be a proper subject for training and the local committee is not authorized to undertake a course of training "for any man who merely fancies a new occupation in place of his old one." <sup>24</sup> It is to be guided in its decisions by several considerations: (a) The man's previous occupation; (b) the suitability of the occupation to the man's age, disablement, and physical condition; (c) the recommendation, if any, as to training which may be indicated on the notification of award of pension, or in any report by a hospital visitor; (d) the opportunities for earning a permanent livelihood in the occupation. <sup>25</sup> Stress is rightly laid upon the necessity of guiding the man into an occupation that affords good prospect of permanent work at a living wage.

# TRADE ADVISORY COMMITTEES.

The training of any large number of men for industry involves questions affecting both the employer of labor and the working classes. To undertake to place a large number of men in a particular trade might disturb conditions in that industry and arouse antagonisms that would be unfortunate. For this reason the ministry of labor, cooperating with the ministry of pensions, has set up trade advisory committees, made up of an equal number of representatives of organizations of employers and workpeople for "special trades" that are likely to be affected by the training of disabled men. It is

<sup>23</sup> Great Britain, ministry of pensions: Instructions and notes on the treatment and training of disabled men, p. 22.

<sup>24</sup> Ibid., p. 39.

<sup>25</sup> Ibid., p. 10.

the duty of these committees to advise the ministry of pensions as to conditions under which the training of disabled men in the various trades can best be given, the best methods of training, the suitable centers for it, and generally to secure uniformity in the training.<sup>26</sup>

Trade advisory committees have been appointed for the following special trades: (1) Engineering and shipbuilding, (2) building (with six subcommittees), (3) printing trades, (4) furniture, (5) leather goods, (6) boot and shoe manufacture (machine), (7) hand-sewn boot and shoe making and repairing, (8) tailoring, (9) cinematograph industry, (10) cane and willow, (11) jewelry trades, (12) brush making, (13) dental mechanics.<sup>27</sup>

Besides these trade advisory committees, there are local technical advisory committees in each locality for each trade approved by the ministry of pensions. Their function is to consult with the local committee as to the selection of suitable candidates for the trade and the suitability of the training offered in technical schools and workshops with special reference to the prospects of permanent employment, the rate of wages offered at the termination of the training, and any other technical point involved in the question.

The ministry of pensions seems to lay no restrictions on the training of disabled men in any agricultural school, farm colony, or croft established or assisted by the board of agriculture and fisheries. Certain conditions are imposed upon training in technical schools and workshops.

# TRAINING IN TECHNICAL SCHOOLS.

An educational task of large proportions and unusual features was assumed by the British Government when Parliament passed the naval and military war pensions act.

The statutory committee thought that the national health commissioners could handle the problem, but they demurred on the ground that it was out of their province. Then Sir Alfred Keogh, the director general of the army medical service, was asked to assume the responsibility. He recognized the fact that it was a task which involved the used of the existing facilities possessed by the technical schools of the country. As it happened, he was the president of the Association of Technical Institutes. Accordingly, at a meeting of the association held in the Imperial College of Science and Technology on October 21, 1916, at which he presided, the question was discussed. In a paper read at the meeting, Maj. Robert Mitchell, director of education of the Regent Street Polytechnic, London, said: 28

**<sup>26</sup>** Great Britain, ministry of pensions: Instructions and notes on the treatment and training of disabled men, p. 42.

<sup>&</sup>lt;sup>27</sup> War Pensions Gazette. London, 1917, i, 81.
<sup>28</sup> Maj. Robert Mitchell: What can be done to train disabled sailors and soldiers in technical institutions. Bolton, 1916,

It therefore appears desirable, if this problem is to be dealt with satisfactorily, that arrangements will have to be made in all the local centers whereby an advisory committee of doctors, employers, and employees be formed, which shall have the power to select the men who are to go into training and to decide whether they are fit to undertake such work. I would, therefore, suggest that all educational authorities in connection with this association be requested, with the least possible delay, to form special advisory committees consisting of employers and employed, who should have the controlling of these courses. The existing facilities at these technical institutes should also be readily placed at the service of such committees, and every assistance given to carry out what is decided upon as the best policy to adopt for the training of our disabled heroes.

The broad policy outlined by Maj. Mitchell seems to have anticipated a modification of the existing standards of technical education. It is one thing to give young people a thorough trade training lasting two or three years, and quite another to train handicapped adults in a few weeks, or months, to become wage earners capable of supporting a family. Under the exigencies of the situation, the requirements usually insisted upon by technical schools aiming at thorough knowledge of a trade must suffer some diminution. Skill in a process, rather than knowledge of a trade, must be the object aimed at.

Maj. Mitchell spoke not only as the director of one of the leading technical institutes, but as one who had had nearly a year's experience in training limbless soldiers and sailors in two of the leading military hospitals. When it was decided to establish curative workshops in the hospitals at Roehampton and Brighton, to which men who have lost limbs are sent to be treated and fitted with artificial limbs, Maj. Mitchell was chosen to direct the courses. The results already achieved with men before they were discharged from military service equipped with artificial limbs gave weight to his opinion as to what course should be pursued with men who had passed under the civil control of the statutory committee. At that time 3.630 limbless men had passed through the hospital at Roehampton. this number, 882 had availed themselves of the opportunity of training in the workshops; 818 had been placed by the employment bureau; 1,309 had returned to their former occupations; 1,016 had been passed on to local committees for employment; 487 had not been dealt with for employment, including colonials, those unfit for work, those discharged for misconduct, or those who refused all offers of assistance.29

At this time, those in charge of the vocational work in the hospitals were at a disadvantage in urging the men to accept training inasumch as the basis upon which pensions were granted was such that if a man's earning capacity were stimulated through training, it operated to reduce the amount of his pension. This hardship was

<sup>≫</sup> Ibid., p. 16.





 TRAINING IN OXY-ACETYLENE WELDING, MILITARY ORTHOPÆDIC HOSPITAL, SHEPHERD'S BUSH.

II. CLASS IN MOTOR MECHANICS, PAVILION MILITARY HOSPITAL, BRIGHTON.



removed by the royal warrant of 1917 which provides that a man's pension shall be assessed upon the basis of the degree of his physical

disability, and not upon decreased earning capacity.

Maj. Mitchell stated that the object of his paper was to emphasize the immediate importance of enlisting the services of a large number of technical institutions throughout the land which were admirably fitted to afford the disabled men just the kind of training that would meet the requirements of the localities in which the institutions were situated. He stated that there were at least 150 technical schools that could be utilized for training purposes.

A unanimous resolution was passed that the association should do all in its power to place the resources of the technical institutes at the disposal of the statutory committee.<sup>30</sup> Accordingly, the following questions were sent out to the various schools:

- A. How far in your institution are you able to train men for local institutions?
  - B. Will you name these industries?
  - C. State how many men you could accommodate.
  - D. In what other direction not herein indicated can you assist.

In the London district a number of institutions were already engaged in this work. More than 50 men with limb amputations, who had taken training in the workshops of the military hospital at Roehampton, had been given further instruction in electrical and mechanical engineering, lasting a month or six weeks, at the Regent Street Polytechnic, and had been placed without difficulty. The Battersea Polytechnic had trained some 40 men in motor mechanics and driving. A course in electrical switchboard operating had been started at the Northampton Polytechnic Institute and the Cordwainers' Technical Institute was beginning to train men in shoemaking and leather work.

The practical results of these technical schools in training disabled soldiers and sailors prepared the way for a wider movement which took place following the action of the Association of Technical Institutes.

While the local pensions committees were well qualified to look after the needs of a man's family, its scope was not wide enough to make the best provision for his vocational training. The educational facilities of a wider area than that covered by the local committee must be syndicated if men of differing disabilities and previous industrial experiences were to be given the variety of training the circumstances might demand. Accordingly, in the spring of 1916, joint advisory committees, made up of representatives of the various local pension committees and education authorities, were formed to arrange comprehensive schemes for utilizing the facilities for technical

<sup>30</sup> The Daily Mail, London, Oct. 23, 1916.

education within whole counties or groups of counties. There were 22 such joint committees appointed in England and Wales, Scotland, and Ireland.

In a country like the United States, where technical education is in its infancy, 150 technical schools seems like a large number. As early as 1837 Parliament recognized the need of schools of design to improve the fabrics of its manufactures and voted to establish schools of design. But these were not very successful and most of the textiles continued to be patterned after French designs.

The first world's fair, held in London in 1851, bore in upon the consciousness of the English manufacturers the need of training such artisans as the exhibits of France plainly showed that she possessed. International competition touched the English pride very deeply. Belgium felt the same need for trained workmen and sent to England Chevalier de Cocquiel to make a study of its industries. In his interesting report to the Belgian Government in 1853 this nobleman credited England's success as an industrial nation to her commercial skill, rather than to her technical ability, which he considered decidedly inferior to that of the French.<sup>31</sup>

Stirred to activity by the achievements of its commercial rival across the channel, England entered upon a period of development in trade training which has resulted in the many technical schools in all parts of the United Kingdom. In 1889 Parliament passed the technical instruction act,<sup>32</sup> which authorized local authorities to levy a rate not to exceed 1 penny in the pound for the purpose of promoting technical instruction in their districts. In 1913 there were 113 institutions in England and Wales in which technical day classes were recognized and aided by the board of education.<sup>33</sup> The number of pupils over 18 years of age in these schools was 3.461. To these day classes must be added a very large number of night classes. The amount paid by local authorities in aid of these day and night classes amounts to more than \$8,000,000 annually.<sup>34</sup>

The task of aligning these facilities for technical education with the purposes of the Government to afford the disabled soldier and sailor every opportunity to secure an adequate trade training within his own district was laid upon the joint advisory committees. The schemes of some of these joint committees have been published and are interesting as affording an idea of the scope of vocational education offered in such highly industrial counties as Lancashire and Yorkshire.

 $<sup>^{\</sup>rm m}$  Chevalier de Cocquiel, Industrial instruction in England, being a report made to the Belgian Government.

<sup>25 52</sup> and 53 Vict., c. 74.

<sup>33</sup> Great Britain, Statistical abstract for the United Kingdom, 1900-1914.

<sup>&</sup>lt;sup>34</sup> Great Britain, Statistics of public education in England and Wales, Part II, Financial statistics, 1910-1911-1912.

### THE LANCASHIRE SCHEME,35

Lancashire is the most populous of the English counties, but its area is not much greater than Long Island. Before the development of railway transportation factories driven by steam grew up near the coal fields. Lancashire, with its coal mines, experienced a wonderful industrial development and contains many of the manufacturing centers of England. Quite naturally, many technical and trade schools were established to train skilled artisans.

Early in 1917 the representatives of the local war-pensions committees, local education authorities, branches of the Red Cross Society, and Lord Roberts' Memorial Workshops met to formulate a scheme for the coordination of all plans for the care, training, and employment of disabled sailors and soldiers within the geographical county. They expressed the opinion that the Government should provide, out of imperial funds, the cost of such training, a principle which was adopted by the ministry of pensions and set forth in the royal warrant of 1917. Every borough and urban district with a population of over 20,000 had its local war-pensions committee, 42 in all.

A canvas of the institutions under the control of local education authorities, universities, and special trusts capable of giving training to disabled men revealed a surprising number of facilities that could be utilized. The list of facilities with the number of centers in which instruction might be given is as follows:

- A. Agriculture and horticulture, 4.
- B. Engineering trades:
  - 1. Workshop processes generally, 13.
  - 2. Motor mechanics, 5.
  - 3. Engineer in charge (hotels, etc.), 6.
  - 4. Drafting, 13.
  - 5. Electrical work, 9.
  - 6. Storekeepers, time k e e p e r s, etc., 1.
- C. Building and allied trades:
  - 1. General building, 9.
  - 2. Woodworking trades, 20.
  - 3. Plumbing, 16.
  - 4. Painting and decorating, 21.
  - 5. Brickwork and masonry, 4.
  - 6. Plastering, 7.
- D. Coal mining, 7.
- E. Textile occupations:
  - 1. Cotton-spinning processes, 10.
  - 2. Cotton-weaving processes, 19.
  - 3. Woolen and worsted processes, 1.
  - 4. Subsidiary processes, 7.

- F. Boot and shoe manufacture, 2.
- G. Nautical occupations, 4.
- H. Printing and allied trades, 4.
- Commercial and clerical occupations, 35.
- J. Art and art industries, 20,
- K. Miscellaneous:
  - 1. Gas fitting, 3.
  - 2. Instrument making. 3.
  - 3. Basket making, brush making, toy making, 9.
  - 4. Boot repairing, 3.
  - 5. Tailoring, 6.
  - 6. Hairdressing, 2.
  - 7. Cooking, domestic service, etc., 10.
  - 8. Flour milling, 1.
  - 9. Telegraph and telephone operating, 3.
  - 10. Chemical laboratory work, 14.
  - 11. Local inspectors, 5.
  - 12. Library attendants, 3.
  - 13. Shop assistants, 1.
  - 14. Cinema operators, 1.

<sup>&</sup>lt;sup>25</sup> Great Britain, Report upon proposed cooperation between war pensions committees, education authorities, and other bodies in Lancashire. Preston, May 14, 1917.

In all, facilities were offered in some 44 centers. It is not to be thought that all of the facilities offered by this ambitious scheme have been utilized. Correspondence with a number of these schools has elicited the fact that they had not been sent any men for training as late as last September. One of the reasons given was that the demand for labor was so great that many disabled men could find ready employment without training, a condition that will not obtain after the war and the disbanding of the army. The principal of the Municipal Technical School at Rochdale, in a textile district, writes:

Firms are willing to employ such (disabled) men and prefer to teach them in their own establishments. The advantage to the man is that he begins wage earning very soon. The advantage to the firm is that as the training has probably only given the man a knowledge of one of their own processes, he will not be qualified for work elsewhere. No grievance, however, has yet arisen through any firm endeavoring to make any unfair use of this advantage.

It may be questioned whether this fact is not an indictment against the system of factory training and a potent argument in favor of the broader training of a technical school which after-war conditions will enforce.

The Municipal Technical School at Blackburn has not found it necessary to start any special classes for disabled men, but has admitted a few to the regular classes in shorthand and typewriting. The principal writes that "the soldiers who suffer from considerable disablements have apparently not yet arrived in the town from the various government schools such as at Roehampton." The school is not equipped to give workshop practice such as most of the men seem to require. Other schools write that so far the number of disabled men has been negligible and they are cared for in the regular classes. The feeling seems to be that the numbers will increase as time goes on and the men come to realize the advantages of such training and that the increase in earning capacity will not affect their pensions disadvantageously.

The Municipal Technical School at Manchester is confronted with the difficulty of carrying on its regular work with a depleted staff and also providing special classes for disabled men. The principal writes that in some trades it is desirable, if not necessary, that a man receiving training should have been engaged in that trade in some capacity before enlistment in order to meet the objections of the trades-unions. His opinion is that the most promising trades are such electrical occupations as substation attendants, cinema operators, and handy men in hotels, printing, carpentering, and cabinet work.

Training in agriculture at the county council farm at Hutton proved to be so attractive that applications were received from twice as many candidates as could be accommodated.

The Lancashire and Westmoreland advisory committee writes that classes in the following subjects have been arranged with the following enrollment:

Motor mechanics and driving	21
Agricultural subjects	32
Clerical occupations	25
Cinema operators	10
Boot and shoe repairing	15

Sir Harcourt E. Claire, the honorary secretary of the committee, writes:

At the present time there is not much demand for training because industry generally is good and most of the partially disabled men go back to their former employment or other occupations in which there is a demand for labor.

# THE YORKSHIRE SCHEME.36

The scheme of the education advisory committee on training disabled men in the county of Yorkshire is not less pretentious than that of Lancashire. The schedule of training facilities presented in March, 1917, covers quite the same trades as that of the adjoining county. They are arranged in the following group with the number of centers in which they are taught:

- 1. Engineering trades, 8.
- 2. Electrical trades, 6.
- 3. Textile industries, 8.
- 4. Chemical industries, 8.
- 5. Leather industries, 4.
- 6. Building and allied trades, 10.
- 7. Printing and allied trades, 7.
- 8. Furniture trades, 3.
- 9. Clothing trades, 3.

- 10. Art industries, 14.
- 11. Commercial and clerical occupations, 10.
- 12. Local inspectors, 3.
- 13. Coal mining, 3.
- 14. Agriculture and horticulture. 2.
- 15. Nautical occupations, 1.
- 16. Miscellaneous occupations, 4.

In all, training is available in 17 centers. Correspondence with several schools showed that at that time little training had actually been done, and that was usually in the regular classes of the institutions.

# IN THE LONDON DISTRICT.

It is quite natural that the technical schools in London should have a large share in the training of disabled men. Mention has been made of the beginnings of work in four of the London institutes which should receive further attention.

In the summer of 1915 the Institution of Electrical Engineers, in cooperation with the education committee of the London County Council, appointed a joint committee to make arrangements for classes at the Northampton Polytechnic Institute to train disabled

<sup>&</sup>lt;sup>26</sup> Great Britain, Report of education advisory committee on training disabled men in the county of Yorkshire, Leeds, June 26, 1917.

men as electrical substation attendants.37 The committee had a difficulty at first in obtaining candidates for training because of the prevalent fear among convalescent men that any attempt to improve their earning capacity would reduce the amount of their pensions. "The committee has been assured." the report reads, "that this fear is unfounded, but until public assurances to the contrary are made by the proper authority and widely disseminated, this difficulty will have a paralyzing effect on all attempts similar to that of the committee to help disabled sailors and soldiers by effectively increasing their earning capacity." That public assurance was given by the royal warrant of 1917.

A further difficulty experienced by the committee at that time was the absence of any government grant for maintenance during training. A voluntary body, known as the Disabled Soldiers' Aid Committee, provided the necessary maintenance money for board and lodging. A subcommittee examined the candidates for training. Men suffering from a nervous breakdown, or who had lost more than one limb, were rejected. The committee was encouraged in its work to find that men free from these particular disabilities had been allowed to accept positions with power companies with no increase of premiums for employers' liability. This policy has been extended by the insurance companies to cover the employment of disabled soldiers and sailors in other industries.

The minimum period of training was put at four weeks and the number of students trained at one time was 20. The course of training consisted of (a) workshop practice in wiring work and the use of simple tools; (b) power-house demonstrations, to familiarize the students with switching gear and running machinery; (c) electrical and physical laboratory work; (d) class demonstrations in the elements of electrical engineering and of simple engineering physics; (e) the writing of reports upon the demonstrations and on the laboratory work; (f) oral examinations at the end of the course.

The committee also undertook to find positions for the trained men with the result that the number of applications from employers exceeds the number of available candidates for positions. The institute is now prepared to train about 160 men per annum for this electrical substation work.

In the fall of 1915 the Battersea Polytechnic arranged a comprehensive scheme for the instruction of disabled soldiers and sailors in the following courses: 38

38 Battersea Polytechnic. Report on the training of disabled soldiers and sailors.

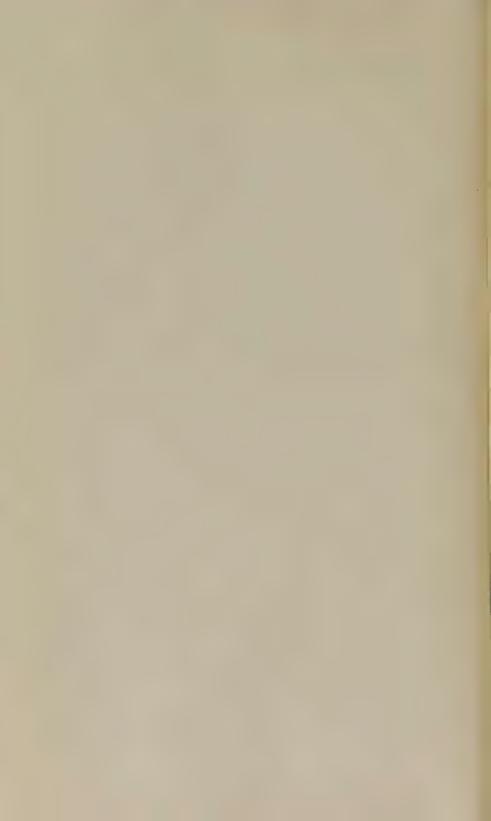
London, July, 1917.

<sup>87</sup> The Institute of Electrical Engineers. Courses at the Northampton Polytechnic Institute, London, E. C., for training disabled sailors and soldiers as electrical substation attendants, London, Nov. 3, 1916.





TRAINING OF PHOTOGRAPHIC AND MOVING-PICTURE OPERATIVES IN LONDON.



- 1. Chemical trades and industries—a course of six weeks to three months to qualify men to be laboratory assistants. Two men took the course the first session.
- 2. Mechanical engineering; courses in training in fitting and turning, and in pattern making were opened to men previously in the trade, with one trained in the latter; the courses in motor mechanics, lasting three months, proved very popular, 100 taking motor mechanics and driving, 6 taking motor-car and agricultural-tractor mechanics and driving, in the first session.
- 3. Electrical engineering; courses for switchboard attendants, two months; for engineers in charge of small electrical plants, three months; a course in electrical testing, two months, was taken by 15 men; a course in writing, two months.
- 4. Special courses in sanitary inspection, music, art, and cookery for which there seem to have been no candidates.

In regard to the physical qualifications for the popular courses in motor mechanics the principal writes:

The men must have the full use of both hands and arms, but the loss of a leg below the knee is no great handicap in motor driving, and we are prepared to take suitable men who have lost a leg above the knee if they wish to be motor mechanics or garage attendants. We do not, however, object to the loss of an eye, provided the remaining eye is normal. Any man suffering from serious heart trouble is not taken if he wishes to be a driver, but only if he desires to become a motor mechanic or garage attendant. The men have had practically no trouble in obtaining posts.

Men suffering from shell shock and nervous trouble have been successfully trained in electrical testing and switchboard work. Men are taken who have the partial use of an arm or hand, but one-armed men are barred. They prefer not to take men who have lost a leg, but it is not absolutely disqualifying. No difficulty has been experienced in finding good positions for the men. In general the disabled men attend classes specially arranged to meet their needs.

#### OTHER SCHOOLS.

There are several schools not already mentioned whose work for disabled men should be noticed.

The Birmingham Technical School had few trainees when they undertook this work toward the end of 1916, but the numbers have been increasing at an embarrassing rate. They have two courses of training: (1) In the engineering workshops for munition factories—a type of training that will be mentioned later; and (2) in the electrical department. Candidates for training as munition workers are usually tried out in evening classes to see if they are capable of doing the work before admitting them to the regular training department for munition workers, as the ministry of munitions will not maintain a man for such work unless he can be made reasonably fit for war work in a short time. In August they had 60 students in the

engineering workshops. In the electrical department they had 15 men in training as electrical machine attendants, switchboard operators, electric jointers, etc. Most of the students enter a full-time day course of about six weeks, but in some cases, owing to the crowded condition of these courses, they are first tried out in evening classes. The principal writes:

It is necessary in connection with each approved course to establish some form of trade advisory committee to properly select disabled men for the course to insure a steady supply of students to the school and to take a leading part in placing men in posts after the course has been completed. It is not the function of a technical school to act as an employment agency; such work needs an expert knowledge of the trade, which knowledge is only possessed by men in immediate contact with practice.

The state of training in South Wales may be judged from a letter from the principal of the Newport Technical Institute, which has arranged courses in drawing office practice, light woodwork, jewelry, and commercial subjects. He writes:

The men have been unwilling to come forward, but now that the pension matter is being put on a firm basis I think that the numbers will be greater. For your guidance, however, I might say that in the whole of South Wales we have only had some 20 applications for training up to the present (September, 1917), but as you will realize, this number will be greatly increased with the return of the real civilian population. The men who have returned and been discharged up to the present will no doubt have been drawn from the old army. \* \* \* The form of training essential in these cases is not particularly educational in the strict sense but tends to be intensive, as it is essential that the discharged men should become self-supporting as quickly as possible, and the ordinary ideals of education do not apply in these cases.

#### FINANCIAL ARRANGEMENTS.

The joint committees of both Yorkshire and Lancashire took the ground, in their recommendations, that the ministry of pensions should pay the cost of training disabled soldiers and sailors in technical schools. The former committee recommended "that the pensions ministry should bear the cost of training disabled men by making adequate grants on the basis of a flat rate for all localities, varying with the nature of the instruction given."

The Lancashire committee passed the following resolution:

That it be represented to the ministry of pensions that it is most essential that education authorities should be at once assured that, if the maximum rate that may be fixed should be shown to be insufficient to meet the increased actual expenditure incurred, the balance shall be paid by the ministry of pensions on the recommendation of the advisory committee.

Any uncertainty on this score was dispelled by a letter from the ministry of pensions which inclosed a copy of the new instructions for treatment and training which dealt with this question. The letter

From schedule 3 of these instructions it will be seen that a rate of 7s. 6d. per head per week has been fixed as the amount which should normally be regarded as adequate to cover the training given, but in any event the cost should not exceed the additional expenditure incurred, exclusive of all standing charges in respect of the institution. In exceptional circumstances the amount of 7s. 6d. per head per week may be exceeded with the sanction of the minister. but it will be necessary in any case to show that the charge made, whatever it is, does not more than cover the additional expenditure incurred.

The cost to the ministry of pensions for training a disabled soldier or sailor in a technical school is, therefore, the fees of the school. which are not ordinarily to exceed 7s. 6d. per week, although it is evident that in some cases as high as 10s, are sometimes paid: to this must be added the difference between the man's regular pension and his total disability pension of 27s. 6d. per week, plus a pension to his wife during the period of his absence from home and a bonus of 5s. a week during training. For example, should a man be awarded a permanent pension for 50 per cent disability it would amount to one-half his total disability pension, or 13s. 9d., besides certain allowances to any children he might have under the age of 16. During his period of training he would get his full disability pension of 27s. 6d., and a bonus of 5s. a week, his wife would get her "widow's pension" of 13s. 9d., and fees amounting ordinarily to 7s. 6d. would be paid to the institution training him. Out of this gross sum of 40s, per week in excess of his regular "minimum pension" the state would deduct 7s. per week for the man's maintenance. This amount might be further increased by the scheme for "alternative pensions" if the man previous to his enlistment had been receiving a wage in excess of this gross amount plus any children's allowances.

# TRAINING OF MUNITIONS WORKERS.

The Government found it necessary to provide for the training of a large number of skilled workers in munition factories. By an arrangement with the minister of munitions a considerable number of technical schools undertook the training of men and women for this work. Where disabled men gave promise of training as readily as normal men, they were received as candidates for training.

The Technical Institute of Loughborough writes that crippled soldiers are examined upon entry and placed in training in the particular kind of work for which they are physically and mentally fit. No special classes are arranged for them, and they are instructed at the side of each machine or bench. Instruction is given in shell turning, capstan tool setting, fitting, aero-engine testing, gauge making, foundry work, smith's work, oxyacetylene welding, and pattern making. Each candidate must agree to the following conditions .

- 1. I agree to attend for training in any factory, institution, or training center which may be named by the ministry of munitions, for a period to be determined by the ministry of munitions.
- 2. I agree to accept payment, while undergoing training, of maintenance allowance at a rate not exceeding 9d, per hour.
- 3. I agree to abide by any decision of the ministry with regard to the termination of my training on account of unsatisfactory behavior or incapacity.
- 4. I agree, on being released from my course of training, to accept employment where and when directed by the ministry of munitions, in consideration of my free training and maintenance allowance.

The principal of the Loughborough Technical Institute writes that the demand for labor has been such that they have had no difficulty in placing all the men trained in munition factories.

The Aston Technical School has been engaged in similar work. They made no special effort to secure disabled men, but in one way and another 74 wounded soldiers and 80 discharged through disease had come to them for training. They had placed 24 wounded soldiers as follows:

Gauge makers	O	viewers
Tool setters	6	Molders
Tool turners	2	Millers
Tool hardener	1	Core maker
Of the discharged soldiers 36	ha	ad been placed as follows:
Shell turner	1	Capstan operators
Molders	3	Gauge makers
Core makers	3	Aero erector
Tool setters	4	Aero assembler
Toolmaker	1	Sheet-metal worker
Tool turners	7	Press worker
Fitters	3	Molder
Viewers	5	

The length of the course varies from one to six weeks for viewing, and from three to four months for gauge making. Tool turners, tool setters, molders, millers, and grinders can usually be trained in from four to five weeks. No distinction is made between discharged soldiers and ordinary trainees. Both receive the same maintenance allowance of £2 per week for a 50-hour training week.

No difficulty has been experienced in placing trained men with munitions firms. The principal writes:

As a rule the men who are intelligent and industrious do exceedingly well, and I have in my possession testimonials from various firms expressing satisfaction and appreciation of the work the trained men are doing for them. It is quite possible that the less-skilled men may be thrown out of work when the war is over, but the more highly skilled men will retain their places.

## TRAINING IN WORKSHOPS.

The conditions attending the training of men as workers in munition factories, therefore, are different from those in ordinary training in technical schools. There are also different regulations for training in a private workshop or factory. Should the local committee decide that it would be advantageous to train a disabled man in a workshop it must first consult the local technical committee, composed of representatives of the organizations of employers and work people in the particular industry, before submitting a scheme to the ministry of pensions. It must satisfy itself that the employer will give the trainee proper instruction and that there are good prospects of the man securing permanent employment at a fair wage, consider. ing the man's capacity and the prevailing wages in that industry. An employer must not take men for the ostensible purpose of training, but really to supply a temporary shortage of labor. The man must be given such a knowledge of and training in the processes of the industry as will give reasonable assurances of his securing permanent employment when his period of training is over.

No fees are to be paid an employer for training a disabled man and he is expected to pay the man such wages as will represent the net value, if any, of the man's work to him. Any wages paid are deducted from the amount credited to a man for his training. If a man is not taking full advantage of his opportunities his training

may be discontinued.

# ADVISORY WAGES BOARDS.

The question of wages for a man whose industrial efficiency is less than 100 per cent because of a physical handicap is a difficult one in the fact of the attitude of labor toward a minimum wage standard. The fact that a disabled soldier or sailor is receiving a pension does not simplify the matter. Of course the ideal in vocational reeducation is to so develop and direct a man's residual powers as to make him 100 per cent efficient in the particular job for which he is trained. But this ideal can not always be attained. There will be men incapable of doing a full job whose wages must be settled upon an equitable basis. The ministry of labor has set up in many of the principal industrial centers advisory wages boards to give advice in this matter. A board is made up of a permanent chairman appointed by the ministry of labor, representatives of employers and of labor together with not more than three members of the local war pensions committee, who have no vote. The advice of this board may be sought by any employer or workman or the secretary of a local committee in regard to the wages any individual should receive in a particular occupation. The board is instructed to take into consideration the man's physical capacity and the current rate of wages for that industry and locality, but it is not to take account of the fact that the man is entitled to a pension. Whether or not it can remain entirely uninfluenced by this fact may be an interesting speculation.

The attitude of the Labor Party toward the training of disabled men is defined by G. J. Wardle, M. P., executive chairman of the Labor Party in 1916. He says:

Subject to there being no diminution in standard of living, or possibility of the disabled man being used to defeat the legitimate objects which the tradesunions have in view, the trades unions are not only sympathetic but desire to assist the disabled in every possible way to secure employment on remunerative work.<sup>20</sup>

#### PLACEMENT.

After a man has been trained he must be placed in industry. If he has been trained in a workshop, it has been with the expectation that he would be given regular employment in that shop. Some of the technical institutions make an effort to find employment for their trainees. Under present industrial conditions resulting from the war this has not been a difficult task. Conditions will be far different when the war is over and demobilization begins. Many of the discharged men will expect to return to their former occupations, and the untrained cripples will face a difficult situation. Even the trained man with a handicap will find that the stress of economic pressure will put a heavy strain upon the patriotic motives of employers. That the employers are now responding to the appeal to give the disabled man a chance is shown by the fact that between May, 1915, and December, 1916, they stipulated in 24.635 cases that preference should be given to disabled soldiers and sailors. But past experience should warn against placing too much dependence upon a nation's gratitude to its defenders when the keen competition of normal times returns.

John Galsworthy's forecast of the after-war lot of the untrained cripple is not very rosy. He writes:

A few years hence, when people have begun to hate the memory of a war which will have made the struggle for existence harder, the universal feeling toward the maimed soldier will become: "Well, he's got his pension; that ought to be enough. Besides he had his opportunity to get training for special employments and did not take it. Life's much too hard nowadays for sentiment; they must run their chances now with the rest of us in fair competition." We know what that means—the weakest go to the wall. "

Most excellent is the advice given in an address to disabled soldiers about to be discharged from service regarding the necessity of taking advantage of the training offered by the State:

<sup>&</sup>lt;sup>39</sup> G. J. Wardle: The Labor Party and the disabled; Recalled to Life, London, i, 233.

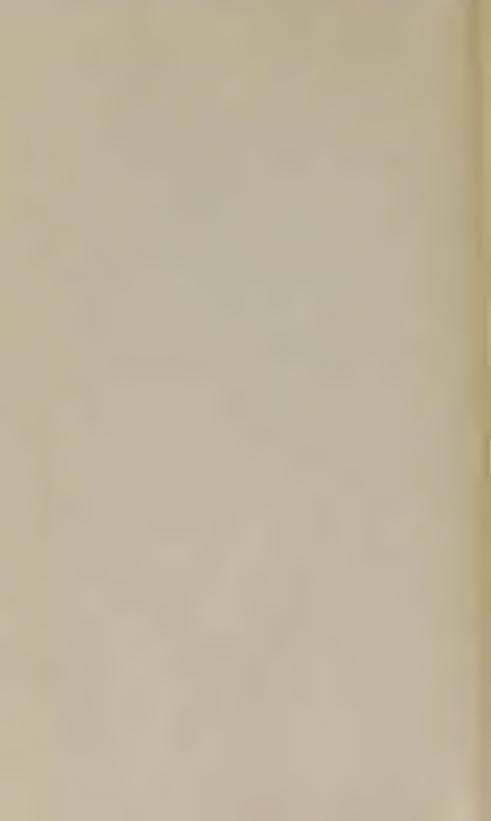
<sup>40</sup> War Pensions Gazette, London, 1917, i, 21-22.





I. COMMERCIAL TRAINING CLASS AT ROEHAMPTON.

II. CLASS IN MAGNETO ASSEMBLING IN A LONDON TECHNICAL INSTITUTE.
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You must all remember in this connection that the condition of the labor market to which you are returning just now is not what it is in normal times or what it will be after the war. Therefore, although it is comparatively easy to earn good wages in munition factories and other jobs just now, after the war such posts will either not exist or will be given to more capable craftsmen. So you should consider seriously whether, if you have an opportunity, it would not be better to become a skilled workman, with the chance of a definite wage after the war, than a munition worker now and unemployment staring you in the face when the war is over.4

By the labor exchanges act of 1909 England established a national system of employment bureaus throughout the United Kingdom.<sup>42</sup> With their branches and subagencies they cover the whole country with a network of interrelated and coordinated employment bureaus. They have facilities for finding work for a man either in his own locality or elsewhere. The main dependence for finding employment for the disabled man must be placed upon this State agency.

#### HEALTH INSURANCE.

The national insurance act of 1911 contains provisions whereby men serving in the naval and military forces of the Crown are, unless they elect otherwise, insured as if they were in employment. A deduction of  $1\frac{1}{2}$ d. is made from the soldiers' pay for insurance. Men disabled in service will receive all the benefits to which they are entitled under the insurance act in addition to any pension they may be awarded except men granted the total-disablement pension, who will have their rate of "sickness" benefit reduced by 5 shillings a week and will not be entitled to "disablement" benefit under the insurance act. Pensions in respect of a lower degree of incapacity than 100 per cent do not affect the rate of benefit, but the man will only be entitled to sickness benefit if he be incapable of working.<sup>43</sup>

#### EMPLOYERS' LIABILITY.

A question which troubled employers who desired to be patriotic and give employment to disabled soldiers and sailors was the matter of the rates they would have to pay. Employers hesitated to take disabled men because of the higher premiums they thought would be exacted for insuring such employees. The difficulty was happily solved by the insurance companies' announcement that they would insure disabled soldiers and sailors at the same rate as normal workers.

<sup>42</sup> Bruno Lasker: The British system of labor exchanges, Bull. 206, U. S. Dept. of Labor statistics.

<sup>48</sup> See National health insurance; War Pensions Gazette, London, 1917, i, 64.

<sup>41</sup> War Pensions Gazette, London, 1917, i, 81,

#### SHMMARY.

England now has a state system for the care of the disabled soldier or sailor from the time he is wounded until he is again established in civil life as a trained worker. The old laissez faire policy of giving the crippled ex-service man an artificial leg and an inadequate pension and then letting him limp through life unassisted save as he was helped by charitable organizations has given place to a policy which frankly avows the State's responsibility to see that he gets the training he needs to enable him to earn a wage which, added to a more liberal pension and allowances, will maintain a respectable standard of living.

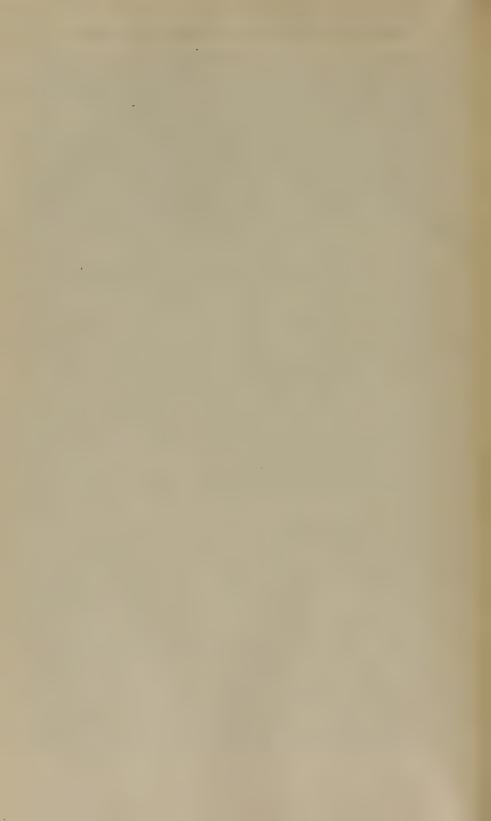
The system evolved grew out of the plans voluntary associations formulated for supplementing Government pensions and allowances through the activities of local committees of voluntary workers. The local committee was retained as the arm by which a responsible ministry reaches the individual man in the home to which he returns after his discharge from military service. The general composition of the local committee was directed so that it would embrace representatives of those organizations and interests which would naturally be concerned with the social and industrial rehabilitation of the disabled man. Rules were established for the guidance of the local committees to secure uniformity and coordination in their plans. To the local committee has now been added a paid secretary, who is responsible to the ministry of pensions. Although the salaries are rather small it has been found possible to secure as secretaries men of intelligence and ability. This latest development of the machinery of the ministry of pensions gives promise of increased efficiency in dealing with the needs of the disabled man as well as better coordina-

While the principal function of the local committee is to put into execution the plans of the ministry of pensions for the full care of the disabled man, including any needed treatment or training, at the expense of the State, it may still at its discretion and from funds voluntarily subscribed supplement the aid of the State in cases of peculiar need and urgency. In this form the old sentiment that any State system would lack elasticity and that there might be cases of peculiar appeal to the principles of equity and humanity still lingers as a kind of appendage to a thoroughgoing Government policy.

Where the local committee was found to be too restricted territorially to make the most liberal provision for the training of a man in a variety of trades and occupations the formation of joint committees over a considerable area has secured the syndicating of the facilities for training. At the same time the interests of employers

and workpeople have been safeguarded by the appointment of trade advisory committees by the joint action of the ministries of pensions and labor. The adjustment of wages in any locality is facilitated by advisory wages boards appointed by the ministry of labor.

England has now a system of care for her disabled soldiers and sailors that is in keeping with the genius of her democratic institutions and in which the widest latitude compatible with national unity and coordination is given to each locality in dealing with the needs of its citizen soldier who was loaned to the country for the defense of the realm and who is received back into his home district and again fitted into its social and industrial life at the expense of the State.



# V.

# ITALY:

## ORGANIZATION.

The system of care for war cripples in Italy is, in comparison with the other countries, still in its rudimentary stage. The first steps, theoretic discussion and preliminary organization, are still occupying a great deal of attention and actual practical results are only just beginning to be evident. This is very natural, because Italy, on her entrance into the war, had almost no facilities for such work. She had no artificial-limb factories, scarcely any cripple homes or system of education for cripples, and very few social organizations competent to undertake it. The whole system had to be built up from the foundations, in contrast to Germany, where there was a complete system ready to hand. In building up this new work there is a distinct effort to make it comprehensive and scientific, and careful study of the methods of other countries, particularly France. The Italians are their own most radical critics and are prepared to study the experience of other countries and to apply it as advantageously as possible.

The history of work for war cripples in Italy was that of most other countries. It began in scattered private efforts which were later coordinated and brought more or less under Government con-The northern industrial Provinces were the first to move. Even before Italy entered the war Lombardy had organized a committee, the Comitato Lombardo per i Soldati Mutilati in Guerra (Lombard Committee for Soldiers Crippled in War), which worked in connection with the Milan Instituto dei Rachitici (Institute for Rachitics) to give orthopedic treatment and trade training to war cripples. The work was done in close cooperation with the military authorities. The institute was constituted a military reserve hospital, its officers being given military rank; men were sent there direct from the field hospitals and given their orthopedic treatment under military discipline. After this, if they desired it and the committee found them suitable, they were transferred to a subsidiary convalescent home for trade training, this also under military discipline. The Government and the Lombard committee shared the expense of buildings and maintenance. The Government paid the com-

Material for this chapter prepared by Ruth Underhill.

mittee 3.50 a day for each man's board, and the committee allowed the men a small allowance.

The Milan school, which is still the largest and most scientific, became the model for succeeding institutions. The other Provinces were much slower in organizing, and after the first 12 months of Italy's participation in the war, the Milan school was still the only one fairly started.2 However, committees were formed little by little on the pattern of the Milan committee until, in November, 1917, there were altogether 24, accommodating about 20 per cent of all the war cripples.3 A few of these committees had schools actually in operation, others were merely planning them. All the schools were modeled on that at Milan, where training was under military discipline, but the choice of training was voluntary.

The committees in each Province worked together in a sort of loose affiliation, but a more definite coordination was felt to be necessary, so the next step in organization was taken and there was formed a voluntary national association, the Federazione Nazionale dei Comitati di Assistenza ai Militari Ciechi, Storpi, Mutilati (Federation of Committees for the Assistance of Blind, Lame, and Crippled Soldiers).

### National Federation.

The function of the federation is mainly advisory, and the local committees keep their independence and initiative. Their method of organization varies in different Provinces. In Lombardy and Sicily, for instances, there is only one committee for the whole Province, and the work is concentrated in the largest city. In Tuscany and Venetia there is a group of small committees, all working in coordination and running several small separate schools.

The work of the federation is to coordinate and supervise the work of the local committees and to keep them informed of new developments in the work and to concern itself with legal measures for the care of war cripples. It publishes a monthly magazine, describing the work of local committees and discussing possible new measures.

# National Board.

From the very beginning of the work for war cripples in Italy it was taken for granted that there must be Government regulation of the schools and definite financial support. The framing of a suitable bill for this purpose occupied almost a year of discussion. One bill was voted down by Parliament after long consideration, but

<sup>&</sup>lt;sup>2</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi.

Mutilati, Storpi, Rome, 1917, il, 105.

<sup>8</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 105.

finally. March 25, 1917, there was passed the law providing for the Opera Nazionale per la Protezione ed Assistenza degli Invalidi della Guerra (National Board for the Protection and Assistance of War Invalids). 4 This law and the supplementary regulations published by the Minister of the Interior in August, 1917,5 forms the basis for all reeducational activities and states the limits of Government and private responsibility. The functions of the board are stated to be assistance to war cripples in-

- 1. Medical treatment (in so far as this is not covered by the military authorities).
- 2. Material relief.
- 3. Reeducation.
- 4. Placement.
- 5. Claiming of pensions.

This does not mean that these activities are actually to be taken over by the board. It merely supervises and assists, filling in the gaps wherever necessary. The reducation schools are to remain, as before, under the management of the local committees, but the board is to supervise and inspect, giving charters to new committees and revoking charters of those which do not come up to the standards. It will largely replace the voluntary federation, which has announced its intention of giving up its work as soon as the Government board is actually in operation. Owing to the necessary delay in choosing the parliamentary representatives the board has not up to December, 1917, held its first meeting. Its first provision is, as mentioned above, a Government board, which shall be the official body supervising and regulating all the work for the war cripples. This board consists of 19 members. Four are elected by Parliament—2 senators and 2 deputies. The other 15 are appointed by royal decree on the suggestion of the prime minister, as follows: Five ministerial nominees, representing the departments of the interior, war, navy, treasury, and of industry, commerce and labor; two nominees of the surgeon general, who shall have special technical qualifications; three nominees of the volunteer associations for the care of war cripples, one from the actual institutions caring for war cripples; four elected by the National War Cripples' Association.

The board is under the minister of the interior. It must render a report to him every year, which he in turn must present to Parliament. A yearly appropriation is set aside for it from the budget of the department of the interior.

The board has its office in Rome, with the offices of the ministry of the interior, its office force being furnished by the Government. It

<sup>&</sup>lt;sup>4</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 66.

Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 199-213.

is supposed to work in very close connection with the societies and institutions all over the country, which are concerned with war cripples, and thus to have an authorized representative in every locality. There is criticism of the board by the existing social agencies, to the effect that it may easily become bureaucratic and political, and so be out of touch with the actual needs of the work. Until the board has fairly started its activities it is not possible to tell how real this danger is. The federation is in close touch with the prime minister, who has the appointment of a majority of the members, and has itself been allowed to nominate three of them, so hopes to control this difficulty.

# LEGAL MEASURES.

The law above mentioned, in addition to creating the national board, fixes the general system for treatment of cripples all over the country. Its regulations are as follows:

Crippled soldiers, after their first surgical treatment, are to be sent to military centri di cure fisiche ed orthopediche (centers for physical and orthopedic treatment). These are military reserve hospitals under the army medical department with special facilities for orthopedic treatment. There are nine of them in the country, located in the army corps districts of Turin, Milan, Genoa, Verona, Bologna, Florence, Rome, Naples, and Palermo. A soldier is in each case to be sent to the center nearest his home, or if that is not possible, to the next nearest.<sup>6</sup>

At the centers the men are to receive functional reeducation, massage, and mecanotherapy, and to be furnished with a temporary artificial limb at the expense of the Government. They are not kept until the stump has assumed its permanent form.<sup>7</sup>

When their cure has so far progressed that they will profit most from reeducation, they are dismissed from the orthopedic hospital on breve licenza (short leave) and allowed to visit their homes. After the term of leave, generally a month, has expired, those designated by the center as capable of reeducation must present themselves as part of their military duty at the nearest reeducation school. The men excused from this duty are those hopelessly crippled or those who give proof that they do not need reeducation or can attend to their own. They are given licenza straordinaria (long leave) and may remain home until ready for their permanent prosthesis.

The compulsory stay of any man at the school is limited by the law to 15 days. During that time he is fitted with his permanent

<sup>&</sup>lt;sup>6</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 8.

<sup>7</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 203.

prosthesis, which is selected for him by the school at the expense of the Government. The school also has every opportunity to convince him of the value of reeducation. If he consents to training, he remains under military discipline. If he refuses, he receives his discharge from the local military authority.

This combination of voluntary choice and military discipline was already the arrangement adopted by most of the schools. It was admitted by all the workers in the field that the ignorant and usually illiterate Italian peasant would be very difficult to train without the aid of military discipline. But it was also felt that men would not make good subjects for training unless they went into it voluntarily. The main difficulty which the schools had experienced was that of getting information about reeducation possibilities distributed through the army, and compulsory stay in the schools was proposed as the simplest way to accomplish this. It will also be an easy method of getting statistics about the cripples as they pass through the schools, whether they remain for reeducation or not. The fault found with the measure is that at present the schools have not accommodations to take care of every cripple dismissed from the orthopedic hospital, even for 15 days. Only 20 per cent of all cripples in the country are now being reeducated.8 This fact was pointed out to Parliament by members of the federation, and it was stated that unless the Government would be willing to provide additional schools the provision would become a dead letter. The warning was not observed, however, so the schools will be obliged to apply their own judgment in carrying out the law.

# Regulations for Schools.

The schools, which are in this way given a semiofficial position, are held strictly accountable to the national board. Any school, before being recognized as fit to receive cripples, must show:

- 1. That it has adequate buildings and equipment.
- 2. That it is directed by a competent person who must be a doctor or assisted by a doctor.
- 3. That it is scientifically organized and directed and that it possesses the proper scientific apparatus for functional reeducation.
- 4. That it has a workshop where artificial limbs and appliances can be properly altered and repaired.
- 5. There must be attached to the staff a reeducated cripple, nominated by the local branch of the national cripple association.

The schools are responsible to the national board in all matters of reeducation and are subject to regular inspection. In matters of

Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 6.

hygiene, sanitation, and discipline they are responsible to the war department, which inspects and furnishes the disciplinary officers. The schools are expected, under the law, to receive all cripples who apply for reeducation, but, owing to their present accommodations, this part of the regulations can not be observed.

When a man is accepted for reeducation he remains as a regular member of the army. He may remain at the school for a maximum period of six months. During this time the war department pays the school 3.50 lire a day for his maintenance, pays the man a regular sum, according to his rank 9 (a private has 20 centesimi, 4 cents a day) and maintains his family at the same rate as though he were in active service. 10 If his training is not complete at the end of six months, the national board may retain him longer at its own expense. If he is ready to go sooner, or if he is unruly or unfit for training, the local military commander may discharge him at any time.11

Since at the time the law was passed there were a great many cripples in Italy already discharged from the army without any opportunity for reeducation, the law provides that these men also may be accepted at the schools on application. In that case they must submit to the discipline of the school although they are discharged. Their expenses are borne by the national board instead of the war department.

As soon as a man has entered the school his trade is decided upon. The decision is made by a committee consisting of the head physician and the director of the school, an inspector from the department of industry and labor, or a person delegated by the national board. due consideration being given to the wishes of the cripple and to the representative of the war cripples attached to the staff. The same committee decides on the man's dismissal from the school when his training is complete. On his dismissal the national board and the local military authority must be notified.12

If a man leaves the school furnished with a certificate that he has satisfactorily completed his reeducation, the national board may give him a money prize. Certificates are to be given only to those men who have done conscientious work and who have become really able to support themselves.18

Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 69.

<sup>10</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 210.

<sup>&</sup>quot;Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 205-206.

<sup>&</sup>lt;sup>12</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 204.

<sup>13</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 207.

TRAINING DISMEMBERED SOLDIERS IN TYPESETTING AT NAPLES, ITALY.



#### Artificial Limbs.

The men come to the school furnished with temporary prostheses from the orthopedic center. During their training, if the school thinks advisable any special working prosthesis, it must supply it at its own expense. Before the men leave they are fitted with permanent prostheses which are ordered by the school on models approved by the war department. No work prostheses are supplied. but only so-called esthetic limbs. Permanent work prostheses must be given by the school at its own expense. The limbs may be made either by the factory attached to the school or by firms authorized by the war department. Such limbs must be inspected by a commission appointed by the minister of war and including a representative of the national board. The limbs must be adjusted at the reeducation school, which is the only agency authorized for this purpose and which must instruct the men in their use and care as part of its duty.

All repairs to the limbs are paid for, not by the war department, but by the national board. It is not obliged to pay for repairs caused by a man's own carelessness, and must have inspectors to see that the men make good use of their prostheses.

This triple division of the duty of furnishing prostheses has been much criticized by opponents of the law. By it the government pays for temporary and permanent limbs, but only æsthetic ones, the schools pay for working prostheses, and the national board for repairs. It is felt that, besides the complexity of the arrangement, this means inefficiency and injustice. The æsthetic limbs are both expensive and nearly useless, so that in giving only these the government has not done its real duty. Members of the federation feel that for the price the war department now pays for an æsthetic limb it could provide a really good working prosthesis with attachable hand or foot, such as is used in Germany, and thus relieve the schools of an unjust obligation. The main idea in having the national board pay for repairs was that these will be necessary for many years after the close of the war and will be no longer, necessarily, a war department duty.

# Responsibility After Discharge.

After men are discharged from the schools and from the army the national board is expected to provide as well as possible for their future. For those who need further medical care because of relapse or developing illness it provides in convalescent homes at which it pays for their treatment. For those who have no families to return to and yet need a certain amount of care it pays for board in private families, which must render a regular account to the

board.14 For all men capable of earning their own living it is supposed to find positions. This last is, of course, a relative matter. The law merely states that the board must make every effort to place such men and that all public officials, civil service, mines, and railways must render every possible assistance. Public employment bureaus subsidized by the State and also provincial and communal employment bureaus are to attend to the placement of war cripples without charge.

All employees in civil service or in charitable institutions who have become war cripples have a right to reinstatement if pronounced physically able to do the work. There is published also a list of civil-service positions which will be reserved for war cripples. Men applying for them must have a physician's word that they are able to do the work, and among such men the most eligible will be chosen. In competitive examinations for civil-service positions, other things being equal, war cripples will be given precedence.15

Private firms are obliged to reinstate their employees crippled in the war if the employees can pass a medical examination proving their fitness for the particular work. The medical examination and the necessary certificate is to be furnished by the national board. which also arbitrates between the cripple and the employer in case the latter refuses reinstatement without reason.16

#### OTHER PROVISIONS.

The national board looks after the interests of cripples in the settling of pensions and in any legal difficulties in which they may become involved and acts as guardian to any who are of unsound mind.

Loans for buying land or establishing themselves in business are made to soldiers on security of pensions.

Accident insurance companies are obliged to insure war cripples on the same terms as any other workmen. They are not allowed to charge a higher premium to stores or factories where war cripples are employed unless the number of these passes a certain proportion. If there is a particularly large number of war cripples in any establishment, a slightly higher premium may be agreed upon with the minister of industry and labor.17

Pensions are not in any way to be affected by either reeducation or employment of war cripples.

<sup>&</sup>lt;sup>14</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi.

Mutilati, Storpi. Rome, 1917, ii, 206.

Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 68.

<sup>18</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 208.

<sup>17</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 209.

The Government promises, with the aid of the ministers of war and of the navy, to provide as soon as possible for a census of all the war cripples in the country, discharged or still in service.

This law makes the general basis for the care of war cripples fairly definite. There is, of course, much criticism on the ground that it was framed and passed by politicians and not by experts: that its provisions will be immensely slow in coming into operation; and that it promises a number of things which can not be carried out. The bureaucratic nature of the board, the lack of accommodation among the schools to whom so much responsibility is given, the illogical division of responsibility for artificial limbs, are the principal ones. relation to the promised census it is also stated that unless it is taken by people with social training it will be purely medical and official and will give little basis for planning the after life of the cripples. The provisions of the law are still being discussed and amplifications suggested.

# MEDICAL TREATMENT AND ARTIFICIAL LIMBS.

It will be seen that the general relation of medical treatment to trade training in Italy is that first followed in France and still in England, where training follows treatment, rather than that of Germany, where the two are simultaneous. Though the two processes are separate, the agencies responsible for them are not, the national board and the war department being both concerned in both processes. Since the successive processes of rehabilitation are the same in all countries, we may take up the work being done in Italy in the usual order, i. e., medical treatment and functional reeducation, provision of artificial limbs, trade training, and placement.

Italy is still incompletely equipped with orthopedic hospitals. There are only nine military orthopedic centers in the country, the reserve hospitals at Turin, Milan, Genoa, Verona, Bologna, Florence, Rome, Naples, and Palermo. Most of these are excellent, particularly the hospital at Milan, furnished with all modern devices, the Istituto Rizzoli at Bologna, and the Clinica Rummo at Naples. The Red Cross has also equipped an excellent orthopedic hospital, the Istituto Romiti at Spezia, and others are being gradually supplied by the volunteer committees.

The interest in scientific care for cripples is very keen. Though the subject was not much studied before the war, specialists are doing remarkable work on it now. Italy has followed France in her interest in scientific apparatus for measuring muscular capacity. Most of the hospitals are furnished with Prof. Amar's machines for this purpose. There is also much use of mecano-therapeutic apparatus for reeducation of the stump and much study as to its best treatment. A great deal of this appears still to be theoretical.

Most of the technical journals are just beginning to discuss the value of outdoor exercise and games in functional reeducation, a factor which plays such a large part in German therapeutics. This is being tried at Bologna with great success.<sup>18</sup>

The criticism made by experts in the cripple field is that so far much too much money has been spent on elaborate mechanical aids and the simple factors of easy work and outdoor play have been neglected.<sup>19</sup> Since functional reeducation is such a new subject, it is also stated that at the beginning of the war many men were sent home without any attempt at it, and, therefore, suffered from unnecessary stiffness and from ignorant use of prostheses.<sup>20</sup>

# Artificial Limbs.

The whole problem of artificial limbs, like that of functional reeducation, is only beginning to be dealt with in Italy. Before the war such limbs were obtained from Germany and there were almost no facilities for manufacture at home. At the beginning of the war there was great hardship because of the difficulty of obtaining any artificial limbs at all for many of the cripples. Such as could be had were of an ancient type with none of the modern improvements.<sup>21</sup>

Soon after Italy's entrance into the war there was formed at Milan a committee to establish a national factory for prostheses. The committee received the support of the army medical authorities and of the minister of war and had capital contributed from all parts of the country. A representative was sent to England and France to study the best forms of prostheses. The factory was then started under a committee of experts, its object being to manufacture artificial limbs and sell them to the Government at cost and to study and perfect their manufacture.<sup>22</sup>

Since even this national factory can not supply all the limbs for the whole country, various other shops have sprung up. Reeducation schools are all obliged by law to have a shop for repairs and many of them manufacture all their own prostheses. There are also private firms which furnish limbs on specifications from the war department. The criticism now made is that whereas at first men had to wait unduly long for their prostheses these are now furnished so soon that the stump has not time to heal properly.

<sup>&</sup>lt;sup>18</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 132.

<sup>&</sup>lt;sup>19</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 112.

<sup>&</sup>lt;sup>20</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza al Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 36-37.

<sup>&</sup>lt;sup>21</sup> Comitato Lombardo per i Soldati Mutilati in Guerra. Milano e la Lombardia per i soldati mutilati in guerra. Relazione. . . . Milan, Mar., 1917, 37-38.

<sup>&</sup>lt;sup>22</sup> Comitato Lombardo per i Soldati Mutilati in Guerra. Milano e la Lombardia per i soldati mutilati in guerra, Relazione. . . . Milan, Mar., 1917, 40.

No standard type of limb has yet been decided upon, but the Government in March, 1917, appointed a commission to study the matter and lay down rules.<sup>23</sup> This commission has not yet reported.

At present the types used are various. As mentioned above, the Government agrees only to furnish æsthetic limbs which are generally of an old fashioned and useless type. There is much propaganda among doctors and school directors as to the value of the simple and inexpensive work prosthesis which is really more durable and useful than the æsthetic limb. The new Italian inventions advocated are all of this type.

- 1. Paoletti leg.—Made and used at the Florence school. This is a jointed steel skeleton. The upper part consists of two horizontal steel-wire rings a foot or so apart into the upper one of which the stump fits. There is an aluminum sphere at the knee with an axis connecting with the lower leg which consists of a steel rod replaceable by a wooden æsthetic leg.<sup>24</sup>
- 2. Zumaglini leg.—This is a simple wooden leg with a ball-and-socket joint, fixable in extended position. A calf and foot can be adjusted over it for dress purposes.<sup>25</sup>
- 3. Putti leg (for transition stage).—This is also an artificial peg leg, the wooden frame into which the stump fits being triangular rather than round and adjustable to suit the size of the changing stump.<sup>26</sup>
- 4. Zumaglini foot.—A wooden foot in two pieces with a ball-and-socket joint, upper and lower piece joined by upright steel band. The wooden pieces move easily on one another when walking and the foot can be bent in any direction, even laterally.<sup>27</sup>
- 5. Hoeftman arm (for upper arm amputations).—This is a long leather cuff fitting over the stump and attached to a canvas harness laced around the chest. At the end of the leather cuff is a flat plate into which appliances or a dress arm may be screwed.<sup>28</sup>
- 6. Zumaglini arm.—This is a steel claw fitted with a spring so that it can be fixed in any position. It is to be attached to a flat plate like on the Hoeftman arm above.<sup>29</sup>

<sup>&</sup>lt;sup>22</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 107.

<sup>&</sup>lt;sup>25</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 262-263.

<sup>26</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 13-15.

<sup>&</sup>lt;sup>27</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 283.

<sup>&</sup>lt;sup>24</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 295-296.

<sup>&</sup>lt;sup>28</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 2-3.

<sup>&</sup>lt;sup>29</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 291-293.

Paolo Bottari, of the Turin Agricultural School, recommends that men should use the stump in every way possible. His method for arm amputation cases is to teach the remaining hand to do the skilled work and supplement it by long-handled tools attached to a ring at the waist or shoulder instead of the other arm. He also feels that each cripple can best invent his own prosthesis.<sup>30</sup>

Very little has been done in the matter of appliances to help the work of cripples. Several inventions are suggested to hold a shoe for shoemakers who can not use the knee,<sup>31</sup> and a little has been

done toward altering simple farm tools.32

An exhibition of artificial limbs was held at Bologna in March, 1917, under the auspices of the ministers, the federation, and the Red Cross, at which prizes were awarded for the most useful ones.<sup>33</sup>

The Comitato Regionale di Mobilitazione Industriale per la Lombardia (Local Committee on Industrial Mobilization for Lombardy) has arranged a contest to be held at Milan under the patronage of the ministry of munitions for the exhibition of mechanical aids to work for cripples. The object is to facilitate the work of men with arm amputations at mechanical employment.<sup>34</sup>

### REEDUCATION.

Reeducation constitutes a special problem in Italy, because such a large proportion (80 per cent) of the men to be reeducated are peasants with no background of experience in any trade and very often illiterate. The result is that the reeducation schools must include a much longer elementary school course than is necessary in other countries and that the trades taught can not be so advanced and specialized. The general plan of the schools has much more in common with that of a regular public school for children than is the case in Germany, for instance, where discipline is not military and the trades taught are suited to mature and experienced men.

The whole character of an Italian school is formal and institutional, as it must be in order to impress the primitive mind with which it has to deal. The schools are institutional in appearance, since there is generally a convent, a palace, or some impressive public building which can be donated to the committee for the purpose. Most of the men reside in the school under military discipline, though

<sup>an</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi Rome, 1917, ii, 32-34.

Mutilati, Storpi. Rome, 1917, 98.

<sup>&</sup>lt;sup>20</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza al Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 318-320.

Bollettino della Federazione Nazionale dei Comitati di Assistenza al Soldati Ciechi,
 Mutilati, Storpi. Rome, 1917, il, 32-34.
 Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi.

<sup>&</sup>lt;sup>24</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, 185.

day pupils are taken if they reside in the town and wish to return to their homes at night. The hours of work, recreation, and leave off bounds are all carefully regulated and stated by the school in its report to the minister of war, as is also the number of meals furnished to the men and the kind of food. The plan of work is thoroughly formal. Almost all the men are required to take an intermediate and sometimes an elementary school course before beginning a trade. At the conclusion of each course they are graduated with proper ceremonies and given a diploma before being promoted to the next. On being graduated from the school they receive a certificate stating their fitness to follow a trade and support themselves and generally prizes from the committee and the chief citizens of the town. It is found that this sort of ceremony is a decided help in keeping up the men's interest and pride in their work.

This chance at an all-round education, even though compressed into a six-month period, is a real opportunity for the illiterate agricultural laborers of southern Italy. It means an amount of mental discipline and a general background of information which is unknown in the small hamlets from which they come. Many of these hamlets are so remote and primitive that the feeling of national unity has not really penetrated to them and the promoters of the schools feel that aside from special help to cripples they are of real use in national development.

# Local Committees.

Each school is under the direction of a volunteer local committee called a Comitato di Assistenza, which must work in close touch with the national board. The work of this committee includes founding the school and arousing public interest in it, attending to the practical direction with help in discipline from the war department, raising funds to aid in its support, since the 3.50 lire a day paid for each man by the Government does not cover expenses, and placing the men when they leave. This means that a great deal is still expected of private initiative. The national board is, of course, expected to be of great support to the committees and to stimulate their formation in the still large areas where none exist.

To November, 1917, there were 24 committees—at Alessandria, Ancona, Bari, Bologna, Florence, Genoa, Lecce, Leghorn, Milan, Modena, Naples, Padua, Palermo, Parma, Pavia, Pescia, Pisa, Ravenna, Rome, Spezia, Turin, Venice, Verona, Voghera. Distributed by provinces, this makes: Piedmont, two; Lombardy, three; Venetia, three; Liguria, two; Emilia, three; Tuscany, four; Marches, one; Rome, two; Umbria, one; Abruzzi, none; Campanic, one; Basili-

<sup>&</sup>lt;sup>18</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 297.

cata, none; Apulia, two; Calabria, none; Sicily, one. It will be seen that the committees become much fewer as we go toward the south, which begins with the province of Abruzzi. Three of the southern provinces have no committees at all. The organization of the whole country is still in process. The national board expects greatly to stimulate the formation of committees in localities where public opinion is slow. It is empowered to call on the mayors of towns or to send out its own representatives where no one else takes the initiative.

Not all the committees reported above have schools in operation, though that is the ultimate object of all of them. At the interallied conference, May 8, 1917, the schools reported by Italy were 21, including two Red Cross schools and a national farm institute at Perugia, the latter not under a committee. The schools are at Rome (two), Perugia, Naples, Palermo, Florence, Leghorn, Pisa, Pescia, Spezia, Bologna, Genoa, Parma, Turin, Milan, Venice, Vincenza, Treviso, Udine, Padua (the last four allied with Venice).<sup>36</sup>

The schools are not all of equal importance, some of them being very new and incompletely equipped. The four mentioned by Prof. Levi in the Bolletino as being the largest are those at Milan, Bologna, Florence, and Palermo.<sup>37</sup> All these four institutions include an orthopedic hospital under the same direction as the reeducation school and men proceed in a regular course from one to the other. The hospital on the Quirinal at Rome, under the personal patronage of Queen Elena, the Red Cross institution, Instituto Romiti at Spezia, and the Turin school under the Piedmontese committee all have the same arrangement. Some of the smaller schools have no orthopedic department but merely take men for reeducation after their treatment at the orthopedic hospital has been completed. The Milan school is the most extensive as well as the oldest. It is the type toward which all the others are developing and may be described here as a model.

#### Milan School.

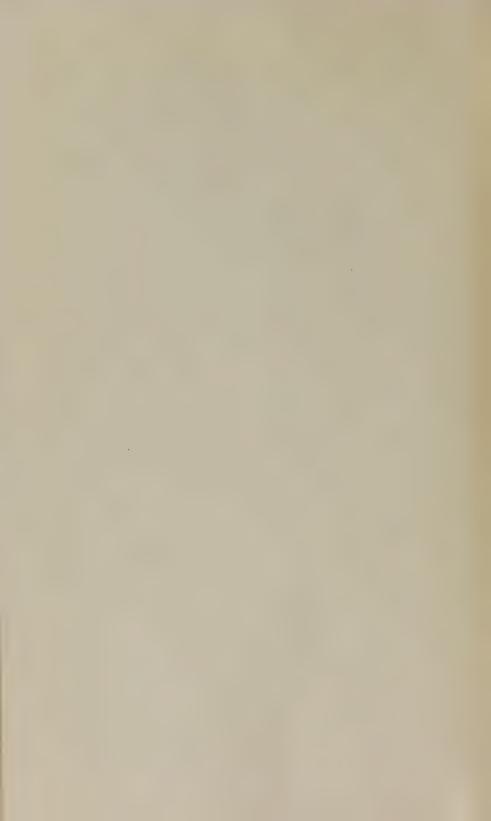
The institution accommodates altogether 1,210. It is divided into four sections—a distribution station, accommodating 400; an orthopedic hospital, for 60; an elementary and business school, 150, and a trade school, 500. The first three are in the city of Milan, the trade school is in the suburb of Gorla.

Men are received from the field hospitals at the distribution station, which ranks as part of the orthopedic military reserve hospital.

<sup>&</sup>lt;sup>80</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 131-133.

<sup>&</sup>lt;sup>37</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 112.





Here they have the necessary surgical treatment and are sorted out, those belonging to other districts being sent to their own army corps, those who need intensive orthopedic treatment to the orthopedic section and those ready for reeducation to one or other of the school sections. Men are supplied here with temporary prostheses and return for their permanent ones. The orthopedic hospital is housed in a section of the Instituto dei Rachitici (Institute for Rachitics). It is furnished with elaborate modern devices for mecano-therapy and with Amar's apparatus for measuring muscular efficiency. The men are kept here for medicomechanical treatment and for functional reeducation

The elementary and business schools are housed in the Marcelline convent, next door to the Institute for Rachitics, the Marcelline sisters giving their services for the care of the house and food. All men who wish to take training are sent first to the elementary school unless they can prove that they have a satisfactory elementary education. The elementary school comprises four courses, of two months each, corresponding to the first four grades in night school. Each course, taking a man's full time, is expected to cover as much ground as a year's course in night school. On entering the elementary school men are carefully examined by the teacher and assigned to the course which they are fitted to take. They are then promoted in regular order until they have finished the fourth grade and are ready for trade or business training. Reeducation in this school is not strictly subsequent to orthopedic treatment, since most men get through with the first two courses while they are waiting at the distribution station for their prostheses.38 After a man has finished the elementary courses it is decided whether he is fitted for a trade or for the business course, and he is sent accordingly to the trade school at Gorla or to the business school in the same building. The business school. for purposes of convenience, is held in the same building as the elementary school. It consists of four courses. The first is a general cultural course, including Italian, arithmetic, writing, geography, and French. From it men are graduated to the business course proper, which carries the cultural course further and takes up bookkeeping and stenography. Men unfitted for further education are sent from it to such simple business positions as concierge, store clerk, etc. Men capable of going further are promoted to the commercial course, which teaches bookkeeping, stenography, business letter writing, geography, and Italian. There is also a course for postal and telegraph employees, these functions being both under the Government in Italy. Men supplement their work in this course by practice in the Government school of telegraphy in Milan.

<sup>&</sup>lt;sup>38</sup> Comitato Lombardo per i Soldati Mutilati in Guerra. Milano e la Lombardia per i soldati mutilati in guerra. Relazione. . . Milan, March, 1917, 35.

The trade school is situated in the suburbs of Milan. It has become so popular that it has had to be twice enlarged and now accommodates 500. It is equipped with Amar testing machines to help in deciding a man's capacity for a trade and with 10 workshops. These teach carpentry, tailoring, shoemaking, basketry, leather work, wood inlay and wood carving, the making of wooden shoes, saddlery, broom and brush making, mechanics. Diplomas in these subjects are given to pupils after an examination by experts.39

The Officina Nazionale di Protesi (National Workshop for Prostheses), mentioned above, is attached to this school, though it furnishes the prostheses not only for the school but for other Italian institutions.

The trade courses taught at Milan are in general those of the other institutions. Italy is particularly fortunate in having a great many famous handicrafts which still fetch high pay and are well adapted to cripples. Many schools, for instance, have a course in bookbinding, which has reached great artistic perfection in Italy. Florence is famed for its manufacture of toys, and Venice teaches the old Venetian arts of wrought iron and stamped leather. 40 For men with some education the most popular course is telegraphy. The minister of post and telegraph is particularly interested in reeducation and has promised to do everything possible toward placing cripples. Most of the reports of school graduations mention four telegraphers to one manual worker. School directors have had to warn strenuously against too much enthusiasm in this particular line for which many men are not fitted and where they can not all be accommodated.

# Agriculture.

The subject which in Italy requires the most earnest attention, and which is only beginning to be considered, is agriculture. Eighty per cent of the whole population—90 per cent in Sicily—comes from agricultural occupations. Critics of the reeducational work have pointed out that the system of trade education which was started by Milan, an industrial center, is of no value or of positive harm to the southern districts, where there is only the most primitive form of industry. The trades of tailoring or shoemaking can be used to a certain extent, but even these are not greatly in demand in simple villages where the population goes barefoot and rarely affords new clothes. On the other hand, there is the most crying need for better agricultural methods and wider education among the peasants.

<sup>20</sup> Comitato Lombardo per i Soldati Mutilati in Guerra. Milano e la Lombardia per i soldati mutilati in guerra. Relazione. . . Milan, March, 1917, 20.
40 Scarpellon, Giuseppe. Per l'assistenza ai mutilati in guerra. L'Opera del Comitato

Provinciale di Venezice, p. 3.

present is a real opportunity for breaking down some of that ancient peasant conservatism which has kept the farming methods of much of the country in a medieval condition and prevented it from reach-

ing its highest productiveness.

This is beginning to be realized by a few of the schools, and there is an ardent propaganda to spread the idea further. At present there are agricultural courses in only five schools—Perugia, Palermo, Spezia, Turin, and Padua. Spezia is a garden course run in connection with the regular trade courses. Perugia and Padua are small schools particularly for farm work. At Turin and Palermo there is a special section of the school in a separate building devoted to a scientific agricultural course. Palermo was the pioneer in this line and is the school which has excited the most notice and commendation.

# Palermo School.

The Palermo school has a hospital section in the city of Palermo for orthopedic treatment and reeducation and a trade school in the suburbs with 12 shops, accommodating 250. At this trade school there was a small amount of garden land, and a farm course was started. The course grew, until now 8 additional hectares have been purchased. The school teaches gardening, farming, beekeeping, poultry raising, and basketry, the last to furnish a little additional income for peasant farmers during their idle months. The main value of this course has been in introducing modern agricultural methods, the use of machinery, the prevention of pests, the knowledge of new crops, among very conservative and ignorant peasants. The school garden, where many new vegetables unknown to the island are grown, is an exhibition place visited by the farmers for miles around. The school tomatoes were kept free from Phythopthora infestans in a year, when all the others in the district suffered. This makes excellent propaganda for the school and means a great educational advantage to Sicily.42

On account of its good work the Palermo school has been voted a subsidy of 50,000 lire by the Federation and later a second one of 750. The Camera Agrumeria, Chamber of Agriculture of Messina, has also voted it a subsidy.<sup>43</sup>

The federation was so impressed with the demonstration made by Palermo of the usefulness of agricultural instruction for cripples that it voted a subsidy of 50,000 lire to any other school which would

<sup>&</sup>lt;sup>41</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 335.

<sup>42</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 332.

Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 334.

establish an adequate agricultural course.44 The Turin school is also doing excellent work through the Instituto Bonafous, an agricultural school outside Turin, where farm pupils are sent at the school's expense. The subject is arousing more and more enthusiasm, and it is hoped that the trend of reeducation will now set away from the ill-advised teaching of trades and include more and more farm courses.

# PLACEMENT.

The question of securing positions for crippled soldiers is one which is only beginning to be systematized. The early reports of the committees of assistance always mentioned placement as one of the functions of the committee, but there were no actual arrangements for carrying it out. When the schools were first established the only trades taught were the simple ones of tailor, shoemaker, etc., which a peasant could carry on in his own house at home. Men were sent back to their home villages, sometimes supplied with tools by the committee and expected to set up in business for themselves. With the duration of the war there has been more discussion on this subject and it is realized that the problem of maintaining the stability of industry is a very serious one and one which the schools should study scientifically.

There is no set rule, as there is in Germany, that a man should be reeducated to his old trade or an allied one. If this were actually carried out, almost all the cripples would be educated as farmers. The statement made in the law creating the national board, a statement expressive of theory rather than practice is:

Men should be educated preferably to their old occupation, agricultural or industrial, or to a new one suited to their tastes and to their social and economic condition and to the labor conditions of the locality where they reside.46

Italian critics of the work have pointed out that this ideal has so far not been carried out and that schools have taught the two or three trades easiest to install without regard to the demand for them or their suitability to the cripple's tastes.46

#### National Federation.

The national federation had almost from the first an employment office, whose function was to assist the committees in placing their discharged pupils. This office made inquiry among large firms in the

<sup>&</sup>quot; Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 131-133.

<sup>45</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 165-175.

<sup>46</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917, ii, 242.

country as to their willingness and ability to employ cripples and was able to publish in its monthly magazine the names of several, notably the Associazione Elettrotecnica (Electro-Technical Association), with the positions which they can offer to cripples and the injuries compatible with them.<sup>47</sup>

Others taking cripples at the request of the national federation are the Societa Italiana per la Fabricazione di Prodotti Azotati di Piano d'Orte (Italian Society for the Manufacture of Nitrogen Products at Piano D'Orte), the firm of Solvay & Co., at Rosignano, and the Stabilimento Aeronautico di Roma (Aeronautical Factory at Rome).

The employment office of the national federation keeps up a continual campaign of publicity to interest public officers and private employers in the subject of employment of cripples.

# Local Committees.

In addition to this almost all the local committees have developed employment bureaus. Those at Florence and Turin are particularly active. The employment committee at Florence, composed of doctors and employment experts interviews all men before they leave the hospital and makes out a card containing the necessary social information, after which it makes an effort to get them really appropriate work.<sup>50</sup> The Turin school has within the building an employment office for crippled soldiers in charge of an expert and also uses a carefully worked-out blank in taking applications.<sup>51</sup>

There have also been organized in many of the Italian provinces volunteer Comitati di Mobilitazione Industriale (Committees for Industrial Mobilization) under a central national committee. This committee makes it their particular business to look up the firms which will employ cripples and publish the results.<sup>52</sup> The local committee for Lombardy publishes a tabularized statement every month in the monthly magazine of the federation,<sup>53</sup> and the national committee also has a report.<sup>54</sup>

<sup>&</sup>lt;sup>47</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 187.

<sup>&</sup>lt;sup>48</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 67.

<sup>49</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 225.

<sup>50</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 246

<sup>51</sup> Comitato delle Provincie Piemontese per l'Assistenza ai Tavoratori Mutilati in guerra. Torino, Relazione. . . P. 12 and blank Collocamento Mutilati.

guerra. Torino. Relazione.... P. 12 and blank Collocamento Mutilati.
<sup>52</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi,
Mutilati, Storpi. Rome, 1917, ii, 39.

<sup>&</sup>lt;sup>53</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 163.

<sup>&</sup>lt;sup>64</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 144-145.

# Government Measures.

The agency to which all the others look for help in the matter of placement is, of course, the State. As stated above, the law creating the Federal board requires all public offices and private firms to reinstate their former employees who have become war cripples and makes certain provisions for facilitating civil service to war cripples. This is, of course, a recent enactment which had not properly been put into effect, but even before it Government bodies were very active in procuring employment for war cripples.

Italy had, perhaps, more difficulty than other countries in combating the usual conviction of the war cripple that he was entitled to a Government post. She was situated something like the United States, having had a popular war at about the same time (1861), after which the principle of liberal treatment and Government jobs for pensioners became well established. Many of the heroes of the war of the Risorgimento were supplied with sinecure posts which they were unfitted to fill, and the general presupposition at the beginning of the present war was that all veterans must be treated in the same way. The minister of post and telegraph was very cooperative from the first and promised to employ as many of the school graduates as possible. 55 but it was recognized that this offer must be used in moderation since so many of the cripples are illiterate and incapable of training as telegraphers. Men are still being educated in large numbers for this occupation,56 and the requirements have been lowered for war cripples, but there is an effort to turn the schools to other lines of training.

There are also material changes in the civil service rulings in order to accommodate cripples. There is annexed to the vice royal decree of August, 1917, supplementing the law creating the national board, a list of positions in all governmental departments which will be held open for cripples.<sup>57</sup>

The sale of salt and tobacco is in Italy a Government monopoly. It is generally conducted by the postmaster, but licenses may be given to private individuals. There is a Commissione generale per il conferimento delle rivendite di generi di privativa (General commission for conferring the right of sale of State monopolies) which confers this license on cripples if they present proper references and are pronounced by a competent authority unfit for productive labor.<sup>58</sup>

<sup>65</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 245.

<sup>56</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, II, 245.

<sup>57</sup> Boilettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 211-213.

<sup>88</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 120.

Il facci. Il facci.
Ena retti alta, ed il paesdio immeri nella quete con prete dermina da pracchia cre, quande ur sume ferte de campare batterte a stormo, fea l'obran tutti dia letto.

Le campaner a aquelloran quando la mezzamelle era rossata da pecen e per sumati a un quella manura?

Figlia Tomaso

Liller, I veri degli nomini
La via chi messeri il vin i vina cintia
facili e mariole, ma in fondo a ligia
i inimi valita vila scaprosa s'inica ma
quando se vi'è raggin se la sometimi
at inimi il trova la estina nen mi
mancani ta felichi decimanti acha
soddi anomi dele do tu.

Josha Commus



- I. ONE MONTH'S PROGRESS IN LEFT-HANDED WRITING BY A MAN WITH RIGHT ARM AMPUTATED.
- II. ONE-ARMED MEN OPERATE THE SHIFT KEY OF THEIR TYPEWRITERS BY PEDALS UNDERFOOT.



The ministry of munitions has for some time been urging the munitions factories to employ cripples as a patriotic duty and has finally requested them to submit to him on the 25th of each month a list of the positions open in all factories and the injuries compatible with them.59

The law creating the national board also provides that discharged men may be employed in army work behind the lines. The military aviation department has promised to give preference to cripples. preferably trained smiths, mechanics, metal workers, carpenters, etc., to substitute for able-bodied men who may then be sent to the front. The pay is to be without regard to pension.60

# Wages of Cripples.

The question of reduction of wages caused by the employment of cripples seems not to have come up. The Government has repeatedly promised that pensions shall not be reduced no matter what a man's earning capacity becomes, 61 but this is the only phase of the subject which has been mentioned in the publications.

Insurance is a subject which has roused more discussion. provisions under this head have been stated in the law creating the national hoard. The final result is that in matters of accident insurance no account is to be taken of the employment of cripples unless their number passes a certain proportion, when an agreement is to be reached with the minister of industry.

#### Credit.

Since Italy is not primarily an industrial country, the possibility of loans to farmers and handicraft workers assumes almost as much importance as that of placing men in trades. The law creating the national board provides at length for this sort of aid. Loans for buying land or establishing themselves in business may be made to crippled soldiers on security of their pensions by loan institutions authorized by the State.62 Every effort is made to facilitate credit to the cripple and the local committee and the national board make it their business to assist him.

# PUBLIC RELATION.

#### Pensions.

Italian pensions are computed according to a viceroval decree of May 20, 1917, amplifying a law of Parliament of May 22, 1915. By

Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi. Rome, 1917. ii, 120, 303.

<sup>60</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 119.

a Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 97.

<sup>62</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi. Mutilati, Storpi, Rome, 1917, il, 210,

this decree there are established 10 categories of invalidity, and all injuries are classified as falling under one of them. A minimum pension is established for men of every rank, and this is augmented according to the category of invalidity. For a private the maximum is 1,260 lire, or \$252 per year. For total disability falling within the first category there is a supplementary allowance of 150 lire, \$30 per year. This can be withdrawn if a man is being provided for by private charity or if he refuses reeducation and withdrawal is recommended by the national board. On a man's discharge from the army pensions are fixed once for all, and the minister of the interior has declared definitely that there will be no diminution of pensions under any circumstances. 55

# Publicity.

The subject of reeducation is still in great need of publicity in Italy. Prof. Levi. in the monthly magazine of the federation, states that for the first years of the war the rule was the cripples were discharged to their homes without knowing anything about reeducation. In a short personal survey which he made in Piedmont, the sphere of activity of one of the most efficient committees. he found men in all the mountain villages who were perfectly capable of reeducation and were living in idleness for lack of it.<sup>66</sup>

### Federation.

This lack is being overcome little by little. The national federation in its money-raising campaigns, has done a great deal to advertise the work of the committees. A great many post cards have been printed for sale. Its largest returns, however, came from the sale of a box of matches decorated with the Italian colors and named the Scatola Italianissima, a superlative which might be translated the "All Italian match box," This box was manufactured by several regular factories and sold at a price a little above the usual one, the surplus going to the work for cripples. A campaign of publicity made it a public duty to buy matches in this form and the box was sold by thousands, carrying with it a widespread knowledge of the name of the federation, if not of its work. The real work of publicity done by the federation is the publication of a monthly magazine of high excellence, the Bollettino della Federazione Nazionale, dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi (Bulletin of the National Federation of Committees of Assistance to Blind,

<sup>&</sup>lt;sup>68</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 152-158.

<sup>&</sup>lt;sup>64</sup> Bollettine della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 153.

<sup>66</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 37.

<sup>&</sup>lt;sup>66</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutiluti, Storpi. Rome, 1917, ii, 106.

Lame, and Mutilated Soldiers), Rome. This magazine has done a great deal for the information of the educated classes of Italy. It was highly praised at the interallied conference, the French representatives declaring that it should serve as a model for their contemplated publication. Besides theoretic discussion and reports of the work of local committees, the Bolletino publishes lists of positions open to cripples and acts as an employment medium.

# Local Committees.

The only one of the local committees which has made much of a point of publicity is the Piedmontese Committee at Turin. This committee has issued posters urging men to attend the farm school and a booklet for cripples telling the story of reeducation. (Tre Anni Dopo, Turin, 1916.) It has also sent representatives through the Province to lecture and interest local people. 67

# Red Cross.

The Italian Red Cross has assisted a great deal in publicity. It has included in its nursing course a series of lectures on the care of cripples, including the care of the stump and reeducation. 68 It has also instructed its representatives whenever they visit hospitals or confer with soldiers to inform them about the possibility of reeducation and the fact that it does not mean loss of pension. 69

The newly created national board, with its greater powers, will probably be able to remedy the lack of popular information on the subject.

Attitude of Cripples.

It has been hard to convince the Italian cripples of the value of reeducation. At Bologna, 28 per cent of the men eligible refused it. 70 The conservative peasant mind is hard to appeal to. The best method would seem to be that of Dr. Aliotta, of Palermo, who approached his men while they were still in hospital and convinced them by long personal conferences in dialect that they would be in friendly surroundings and would enjoy the school. When they are in school, military discipline is agreed to be the only plan workable.<sup>71</sup> Even thus men are sometimes expelled for infringement of rules, at Bologna, 12 in a year. 72 The idea of reeducation is too new for men to be willing to stick to it the length of time necessary without some external authority.

<sup>67</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome. 1917, ii, 325

<sup>68</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 161.

<sup>60</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 72-73.

<sup>7</sup>º Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, ii, 1917, 115.

<sup>&</sup>lt;sup>71</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii. 57.

<sup>&</sup>lt;sup>72</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, il, 115.

# National Association.

In Italy, as in Germany, the cripples have formed a society of their own, the Associazione Nazionale degli Invalidi della Guerra (National Association of War Cripples) with head quarters at Milan. The aims of the association are stated to be—

- 1. To foster the spirit of brotherhood.
- 2. To give mutual assistance, moral and material.
- 3. To act as intermediary between cripples and employers.
- 4. To maintain the rights of cripples when they are neglected, whether by the Government or by the public.
  - 5. To secure work for its members. 73

This society would not seem to be a working class organization, as in Germany. Its honorary officers have high army rank and even the actual executives include captains, etc. The association has evidently real influence with the public. When the bill creating the national board was being discussed, a clause providing for representatives of the cripples on the board was struck out, but later, when the supplementary rules were issued in a viceroyal decree, the prime minister was directed to appoint four such representatives. Cripples are also to be represented on the staffs of all the reeducation schools, the men being elected by the local branch of the National Association of War Cripples.

There would seem to be already a good many branches of the association which are active in promoting propaganda for the employment of war cripples. The Genoa branch has proposed to the ministry of war that cripples be employed in all war department positions possible so as to release able-bodied men for the front.<sup>74</sup>

The aims of the association as far as expressed are absolutely non-political. At its meeting of organization the secretary summed up the general feeling:

Our country will be grateful for the strength we have given in defense of her glory and of her spirit. But we shall be even more worthy of her if, united in a firm organization, we regain the strength and the will to be real men, useful to ourselves and to our families. The eyes of all are turned toward us, as toward the elect and this high consideration should guide us to right conduct and straight living. The association will be the kindly guardian of every member, but it will not hesitate to take stern but necessary measures against those who fail of their civic duty.<sup>75</sup>

<sup>78</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 161.

<sup>&</sup>lt;sup>74</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 330.

<sup>75</sup> Bollettino della Federazione Nazionale dei Comitati di Assistenza ai Soldati Ciechi, Mutilati, Storpi. Rome, 1917, ii, 218.

# VI.

# GERMANY.

There are two outstanding features about the German system of care for war cripples. In the first place, it is not a system in the sense in which Italy, Canada, France, and England have systems. In all these countries, the work is more or less unified under one authority; they make, in varying degrees, an attempt at even distribution of schools and hospitals. In Germany there is no real central authority. The schools are of varying types and most unevenly distributed

The second feature is the volunteer character of the work. The matter of reeducation is wholly in private hands and is not even supervised by the Imperial Government. In this respect the German Government takes less part in the work than the Government of any other nation. These two features, lack of system and lack of government control, have been the subject of wholesale condemnation from writers of other nations. As far as can be seen, however, the volume of work done and the efficiency of individual institutions rank extremely high.

As a matter of fact, the lack of centralization in the German system need not indicate essential insufficiency. There are two obvious causes for it. In the first place, Germany was the country which, of all others, had, when the war broke out, the most foundation for caring for cripples. Some of the other countries which had no such arrangements had to create their systems from the bottom up, notably Italy and Canada, which are now the most uniform. It is the work which has grown by experiment from stage to stage which usually shows the least consistent plan on paper, and the German reeducation system appears to fall under this head.

When the war broke out Germany had under different auspices all the elements with which to begin immediate work. There were 58 cripple homes under private auspices; there were sanitaria and reeducation workshops for industrial cripples under the employers' accident insurance companies; there were orthopedic hospitals under the municipalities, and there were trade schools and employment

<sup>1</sup> Material for this chapter prepared by Ruth Underhill.

bureaus under various government auspices. It was difficult to knock these elements together under one management and vet each was efficient of its kind and ready to be turned over at full working strength to the purpose of war. Under such circumstances the natural development was that each should remain more or less autonomous, simply co-operating with the others on whatever system appeared practical in each locality.

Further than this, the work is thoroughly planned. It is not what is done for the cripples which is unsystematized, but the way in which it is done. Germany has a complete definite scheme as to what constitutes the reconstruction of war cripples. It is accepted by all the institutions working to this end, it is put in practice, and the statement is that in 90 per cent of the cases the desired results are obtained. The scheme, as expressed by Dr. Biesalski, Germany's leading orthopedic surgeon, is as follows:

- 1. No charity, but work for the war cripple.
- 2. Cripples must be returned to their homes and their old conditions; as far as possible, to their old work.
- 3. Cripples must be distributed among the mass of the people as though nothing had happened.
- 4. There is no such thing as being crippled, while there exists the iron will to overcome the handicap.
- 5. There must be the fullest publicity on this subject, first of all among the cripples themselves.

These words express not only an ideal, but an outline of the work as actually put through. There appears to be no discussion in Germany as to the results obtainable. The principle that no one need be a cripple unless he himself wishes it, and that "the wounded man must sink back into the mass of the people as though nothing had happened," is accepted as a creed. As far as this goes there is entire uniformity and system, with less discussion of possibilities and results than is to be found in any other nation.

The volunteer character of the work is also explainable on historical grounds. Volunteer work in Germany does not mean unskilled work. Germany was used to relying on private organizations for efficient work in the field of social welfare and to granting them a semiofficial status. Her whole system of social insurance, for instance, was managed in this way. Moreover, her volunteer social workers were often men who held Government positions and who did this work in their unofficial capacity or who were closely allied with the governing class. To speak of volunteer work in Germany does not, therefore, mean irresponsible or untrained work, but work in the spirit and of the quality of Government work done under different auspices. To illustrate the German attitude, there may be quoted the speech of the president of the Imperial Committee for the Care of War Cripples, made at a conference called by the committee at Cologne, August 22 to 25, 1916:

To me the most inspiring thing about this organization of ours for the care of war cripples, which embraces all Germany, has always been its voluntary character. We needed no laws and no decrees, no impulse from our rulers. Spontaneously, in one day, the great edifice sprang from the earth created by the mighty force of brotherly, cherishing love.<sup>2</sup>

The enthusiasm of this speech is typical, but the man who makes it can not be counted merely an inspired private citizen; he is the captain general of the Prussian Province of Brandenburg and, though speaking in a private capacity, must be presumed to work in full accord with the Government and in the Government spirit.

It is gathered that the work for cripples, being managed usually by people of this stamp, is largely a matter of class. There have been requests in the Reichstag, mostly from the socialist side, that the Government take over the whole work. The Government's obvious reason for not doing so is, of course, a matter of money, coupled with the fact that to leave such a matter to private initiative is not such a shiftless act in Germany as it would be in a country with a less developed system of private charity. A list of contributions made by some of the principal German cities to June, 1916, may show the extent to which the work is dependent on private charity:

City.	Marks.	Marks per 1,000 in- habitants.
Cologne Serlin	707, 000 570, 000	1,367
Düsseldorf Wiesbaden	430,000 142,000	1,170
Leipzig Potsda <u>m</u>	140,000 66,000	1,064

# ACTUAL PROGRAM OF WORK.

There have been various estimates made of the number of German cripples. The latest available is that up to August, 1916, published by the Kölnische Volkszeitung, which gives the arm amputation cases as 6,000 and leg amputations as 10,000.

For these men there are four necessary stages of treatment:
(1) Medical treatment, (2) provision of artificial limbs and functional reeducation, (3) vocational reeducation and vocational advice, (4) placement. These activities are cut sharply in half, the first two being the function of the Imperial Government and the last two of private and state agencies.

The general course of a wounded German soldier from the battle field to civil life is as follows: He receives his first treatment at the

Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin,
 1917, p. 27. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)
 Zeitschrift für Krüppelfürsorge, Leipzig. 1916, ix, 382.

field dressing station and goes from there by ambulance to the field hospital, where surgical treatment takes place. He is then removed by train to the rear, possibly to a hospital along the lines of communication, possibly to a reserve hospital in the interior or even to the orthopedic hospital, where he is to have final intensive treatment. This is decided by military convenience and by his need for more or less immediate treatment.

He is kept at the reserve or the orthopedic hospital under military discipline until his physical condition is brought back to normal, during which time there are various arrangements for his reeducation. These will be taken up later. On discharge from the hospital he goes back to his reserve battalion, the unit at the rear which supplies new reserves for the corresponding battalion at the front, to await his pension and dismissal. As a rule, there is an effort to send men for treatment to the home town where their reserve battalion is quartered, so that this will not mean another change of place. While he is with the reserve battalion, his pension is decided on by the local military board and he is finally dismissed as dienstunfähig, or unfit for service.

Most of the civilian activities, both in reeducation and in placement, take place while the man is under the authority of hospital or reserve battalion. This makes necessary the closest cooperation between military and civilian authorities. The effect is that of two interlocking systems functioning side by side, occasionally overlapping, occasionally failing to make perfect connections, but, as a rule, because they are not really different in spirit, managing very effectively.

#### ORGANIZATION.

The organization of the volunteer work for the care of war cripples began a few days after the declaration of war, through the activity of the Deutsche Vereinigung für Krüppelfürsorge (German Federation for the Care of Cripples). This society, as has been mentioned, is an institution of long standing, having as members 58 cripple homes, some of them founded almost a century ago. The chief mover in the organization was Dr. Konrad Biesalski, director of the Oscar-Helene Heim für Heilung und Erziehung Gebrechlicher Kinder (Oscar Helene Home for Treatment and Education of Crippled Children) in Berlin-Zehlendorf. Immediately after the outbreak of the war, the Kaiserin, at Dr. Beisalski's suggestion, sent a telegram to the Vereinigung für Krüppelfürsorge, asking that the German cripple homes throw open their doors to war cripples. To this all the homes immediately consented. Further than this, Dr. Biesalski undertook a tour of Germany under the auspices of the Red

Cross, in which he visited all the principal cities, urging the formation of voluntary committees for the care of war cripples. The gospel he preached was one which had been the creed of leading German orthopedists for many years, namely, that almost any cripple could be made fit to work again, and that education for work should be the regular treatment. The immediate result was the formation of volunteer committees in many cities and of larger ones in some States and Provinces, and starting of work in all parts of the Empire under various auspices and with various plans. By February, 1915, this local organization had proceeded so far that the Vereinigung für Krüppelfürsorge, under the auspices of the Kaiserin, called a special meeting in Berlin to compare notes and lay down the guiding principles.

At the meeting there were present officials of the various States and Provinces, representatives of the medical profession, the teachers, the employers, the workmen, the military authorities, and of the large social welfare organizations, the Red Cross, the sick benefit socities, the State accident insurance associations, etc. The general principle was laid down as above, that the Imperial Government, through the War Department, should be responsible for the wounded soldier in so far as he required physical care, but that all responsibility for reeducation and return to industrial life should belong to private charity or to the different States of the Empire, if they cared to take it up. Dr. Schwiening, staff surgeon of the Gardekorps, in laying down the position of the military authorities, said:

The aim of the military authorities is to restore to the wounded man, as fully as possible, the use of his injured or weakened limbs. \* \* \* Our purpose is not only that men should have the requisite practice in the use of their prostheses and should then be discharged. The military authorities are prepared to keep them even longer under care and give them opportunities in special hospitals for further practice and in preparation for a trade. \* \* \* Naturally, for various reasons, it is not possible to keep all wounded and crippled men in hospitals until they have fully learned a new trade or are able to resume their old one. But to give them the preliminary practice for this, and thus to smoothe the transition into civil life, to this the military authorities consider themselves dubitably bound.

This left the division of labor clear. Dr. Schwiening's allusions to "opportunities for further practice" turned out to mean nothing more than cordial intentions and a little manual training in the way of functional reeducation. The private agencies represented at the meeting, therefore, prepared to leave to the war department all questions of physical care and to concentrate on vocational advice, reeducation, and placement. The question of financial responsibility was touched on, but not settled. There was no authority from the Imperial Government for assuming that any expenses would be de-

<sup>\*</sup>Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii. 146.

frayed, except those for physical care. The private societies and the individual states were left to finance their part of the work with any support they could get. There was obvious, even at this early meeting, the split of opinion as to this division of responsibility. Several speakers stated definitely that the Imperial Government ought to control and plan the work or, at least, to finance it. No government representative, however, had been authorized to make any promises on this subject and the aloof attitude then assumed has continued, under growing criticism. The general understanding, however, was a thoroughly cordial one. The military authorities expressed themselves as deeply grateful for the volunteer work and in full cooperation with it. They promised to consult with the private agencies as to the assignment of men to different hospitals and not to remove or discharge men suddenly without regard to the interests of their training. They also promised that private agencies should have facilities for visiting the hospitals for teaching and vocational advice and that army doctors should be instructed to cooperate with them in every way.

As a matter of fact, the actual working out of this cooperation depends on the Bezirkscommando (the local military authority) in any given place. For military purposes Germany is divided into 32 districts, all the hospitals in any district being under the authority of the commander of the local army corps. It is in this man's power to facilitate private work or to make it difficult, and. since most of the younger and more progressive men are at the front, the army commander is sometimes a man with little appreciation of the cripples' wider needs.

There has, at times, been friction between individual military commanders and the volunteer agencies in their districts. The war department is fully awake to the harmful effects of this state of affairs and, on December 27, 1916, issued the following decree 5 looking to more complete cooperation:

The problems of vocational advice, reeducation, and placement can be solved by the military authorities only by constant and systematic cooperation with the civilian agencies for the care of war cripples. It should, therefore, not be left to the discretion of the local military hospital authorities, whether vocational advisers should be permitted in the hospitals or not; there should be a regular understanding on this point with the central care committee. \* \* \* The military authority must accord every possible support to the upbuilding and the intensive growth of the civilian cripple work because, after demobilization, the further social care of our war cripples will fall entirely on these civilian agencies. In preparation for that time, these agencies must be placed in a position to discharge their heavy task with the greatest possible success.

<sup>&</sup>lt;sup>5</sup> Leitsätze über Berufsberatung und Berufsausbildung, Berlin. 1917, p. 20. (Reichsausschuss der Kriegsbeschädigten Fürsorge. Sonderschriften. Heft 2.)

The organization of the volunteer work, as reported at the Berlin meeting, varied greatly with the different parts of the empire. Germany is divided into 26 states, the largest of which, Prussia, has 12 provinces, each larger than many of the other states. Roughly, it may be said that the eastern part of the empire is the more sparsely settled agricultural section and the western the populous industrial section. The degree of development of schools, hospitals, and institutions for social welfare differs according to the character of the individual states and according to their location.

Though the Imperial Government had taken no part whatever in the organization of reeducation work, the governments of the various German states and of the Prussian provinces had sometimes assumed responsibility. The work thus organized falls under three classifications .

- 1. Work financed and directed entirely by the state government.— Bayaria stands alone under this head. The whole work is financed and managed by the state under the ministry of the interior, assisted by an advisory committee of representative citizens. The various government officers throughout the state are the officers of the cripple welfare work and each one has an advisory committee of local people to help with the actual case work.
- 2. Work initiated and directed by the government but with private cooperation and support.—Under this head fall all but one of the Prussian provinces, including more than half of Germany. The head of a Prussion province is called the Landeshauptman. In almost every case, the Landeshauptman formed a special care committee with himself at the head, and the local committees all over the province were subordinated to this central authority. The plan was to use to the full all existing provincial institutions, such as schools. almshouses, and hospitals. The funds were furnished by the province, but with the understanding that the State of Prussia and, ultimately, the Imperial Government, must take over the burden.6 The city of Berlin assumed the responsibility for its own cripples on the same understanding.7 In August, 1917, there was formed a central organization for all Prussia.
- 3. Work initiated and financed by private agencies but with Government cooperation.—This is the plan in Saxony, Baden, Württemberg, the Thüringian States, Hesse, Waldeck, and the Prussian province of Hesse Nassau, which has joined forces with the last two.8 In Württemberg, the minister of state issued the call for organization but left the actual work to private societies; in Hesse, Hesse Nassau.

<sup>6</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin. 1915, i, 69.

<sup>&</sup>lt;sup>7</sup> Zeitschrift für Kruppelfürsorge, Leipzig, 1915, viii, 290.

<sup>&</sup>lt;sup>8</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii. 67; 1916. ix, 24. Korrespondenz für Kriegswohlfarhtspflege, Berlin, 1915. i. 69.

and Waldeck, the whole organization was volunteer, the state governments taking only the most passive cognizance of it.

In all these divisions of the empire, no matter what the chief authority was, there were local organizations in almost every town. In these local committees, whether they were the real directors of the work as in Hesse, or only advisory bodies as in Bavaria, the agencies represented were usually the same. They comprised representatives of the municipality, the local Bezirkscommando (military district command), the accident insurance associations, the Red Cross, the women's clubs, the employers, and, with varying frequency, the chamber of commerce, the chamber of trades, the chamber of handwork, and the unions. The arrangement was a Hauptfürsorge organization (general committee) composed in this way and representing the whole state or province, and under it Fürsorgestellen (local offices) in the various towns. In the very small places, individual men would represent the cripple work. By August, 1916, it could be reported that Germany was thoroughly covered with a network of such organizations.9 They were, of course, not all of equal efficiency, since the social conditions and the facilities differed greatly in the different states. In Westphalia and the Rhine, which are thickly settled industrial provinces, the arrangements are excellent; in Mecklenburg, which is agricultural and conservative, reports showed very scant progress. The efficiency of the whole organization depends on the enthusiasm and ability of the different individuals concerned in the work. There have been complaints in the papers that the Fürsorgestelle in some localities exists only in name or that the local representative is an uneducated person unable to discharge his responsibilities.

# Present Organization.

The unsystematized character of the whole work soon began to present difficulties. The Prussian provinces, having organized their work with a good deal of formality, felt the need of common standards for the whole country and, as early as September, 1915, called a meeting of representatives of the cripple work to discuss a common organization. At this meeting, the Reichsausschuss (national committee) was formed. The committee consists of one representative each from all the states of the empire. The 12 Prussian provinces have only one representative, but they meet beforehand to select him and to agree on their policy. Cooperation of the Reichsausschuss with the Imperial Government is secured by the presence of a commissioner appointed by the ministry of the interior. \* \* \* The ministers of the interior of each of the separate states may also send

Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 20. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

representatives if they are not otherwise in touch with the work. This makes the Reichsausschuss an extremely large body. Its actual work, however, is done by an executive committee consisting of 13 representatives chosen equally from the north, the middle, and the southern states, and from the city of Berlin. Its president is Dr. von Winterfeldt, Landeshauptman of Brandenburg.

The duty of the Reichsausschuss is to coordinate the work of the various organizations and to make investigations and plans for future work. It has published sets of guiding principles for vocational advice, reeducation and land settlement and for the general work of the local committees. All doubtful matters and questions of policy are referred to it. It has subcommittees to investigate and report plans in the following fields: Legal action, cooperation of local committees, finance, publicity, statistics, medical treatment, vocational advice and reeducation, placement, land settlement and housing, families of war cripples.<sup>10</sup> It also is the medium through which any funds contributed by the Imperial Government are distributed. So far, these have consisted only in one grant of 5,000,000 marks which is almost negligible compared with what the private organizations are spending.<sup>11</sup>

# MEDICAL TREATMENT.

The responsibility for medical treatment, as stated above, is exclusively the province of the Imperial Government, as represented by the war department. All hospitals where wounded soldiers are treated, whether for first surgical care or later convalescent care, are under military authority and discipline. These hospitals fall into two divisions, not according to function, but according to management.

The first type is that called Reservelazarett, Festungslazarett or Garnisonlazarett (reserve hospital). In these the staff are all regular army men or civilians recently elevated to army rank, and the hospital is financed by the war office and devoted entirely to the care of wounded soldiers.<sup>12</sup> The second is called Vereinslazarett (affiliated hospital). These are private hospitals which have put at the disposal of the war department sometimes their whole plant and sometimes merely a certain number of beds. In such cases, the hospital continues to manage its own finances and is under the direction of its regular staff, but the war department puts in a representative who is responsible for the discipline of the soldiers received. The

<sup>&</sup>lt;sup>10</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 21-26. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 139.
 Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, 53.

department may also assign army men to act as teachers at their regular army pay, and a good many crippled officers and noncommissioned officers are employed in this way.

There is an informal understanding between the military authorities and the Vereinslazaretten, which are often specialized orthopedic hospitals and cripple homes, that the department will try to send men to hospitals which are in their home district or which specialize in the treatment of their particular injuries. If the disposition can not be made at first, the department arranges to transfer men ultimately, so that they will get the benefit of specialized care. The department pays the Vereinslazaretten 3.50 marks a day for each wounded soldier received.

There are no reports of the total number of orthopedic hospitals in Germany. Dr. Schwiening, chief medical officer of the Gardekorps, Berlin, in February, 1915, made the following statement:

On the 10th day of mobilization, there were about 100,000 beds in the Reserve and Vereinslazarette at the disposal of the military authorities and this number doubled in a short time. \* \* \* In countless hospitals, we had at our disposal, medico-mechanic and other apparatus for physical and hydrotherapeutic cure. We had also military convalescent hospitals and sanitaria for mechano and hydrotherapy. \* \* \* The greatest specialists, if they were not already at the front, were appointed consulting experts at the military hospitals.

He gave the following figures as to the number of medico-mechanical institutions at the disposal of the war department, according to military districts. Each district is designated not geographically, but by the number of the army corps under whose authority it falls:

Gardekorps, Berlin	24
Army Corps No. II	7
Army Corps No. X	15
Army Corps No. VI	<sup>18</sup> 21
Army Corps No. XI	8
Army Corps No. VII, Rhein	80
Westphalia.	
Army Corps No. XIV	3
Total	104

There are places in 107 sanitaria reserved for soldiers.<sup>14</sup> These figures would seem to apply both to Reserve and Vereinslazaretten but are obviously not complete, since there are 32 army corps districts in the empire.

These Vereinslazaretten, temporarily united under Government service, are of the most various kinds. Germany had paid a great deal of attention to the care of cripples, even before the war. There

<sup>18</sup> Plus 7 hydrotherapeutic.

<sup>24</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, 142.

had been developed, during 50 years' experience, 54 cripple homes, ranging in size from six beds to 300. Some of them were already taking adults as well as children; they had among them 221 workshops, teaching 51 trades. Dr. Biesalski, secretary of the Vereinigung für Krüppelfürsorge gives a list of 138 establishments belonging to the Vereinigung and caring for war cripples. Some of these, however, are only out-patient clinics.

Another agency which had promoted the study of the care and training of cripples was the German system of social insurance. Under the insurance laws there are two agencies responsible for the care of industrial cripples. The Krankenkassen (sick-benefit societies), to which employers contribute one-third and employees twothirds, take charge of a workman for the first 26 weeks of illness. After that, the Berufsgenossenschaften (employers' accident insurance associations) support him for the rest of the time, or in case of permanent invalidity. This support means both medical care and sick payments. The medical care may be given either in the patient's home or in a hospital, and the injured man is obliged to accept the kind of treatment offered or forego his privileges.

As a consequence, both Krankenkassen and Berufsgenossenschaften have excellent hospitals. Particularly the Berufsgenossenschaften. which have charge of the men for longer periods and are more concerned with cripples than with mere cases of sickness, have made a special study of the physical and mental training of industrial cripples. Preparing a man to resume his trade was to their advantage. since it relieved them of the necessity of paying him a permanent pension.

At the outbreak of the war cripple homes, Krankenkassen and Berufsgenossenschaften, all offered their hospitals to the war department, as Vereinslazaretten and the municipalities offered their hospitals and almshouses. Beside this, the Red Cross established some orthopedic hospitals in localities where there seemed a lack, and private individuals and charitable institutions did the same. The result was a fairly complete network of orthopedic homes distributed all over the empire, to which men could be sent for final intensive treatment. Dr. Leo Mayer, recently of the Orthopedic Hospital Am Urban, Berlin, states that there must be at present about 200 such institutions and that it may confidently be said that Germany's facilities for giving orthopedic treatment to crippled soldiers are quite adequate.

# Process of Treatment.

The principle upon which the orthopedic treatment proceeds is that practically every cripple can be made fit to work again. This attitude is assumed by all the German writers, in contrast to the French, who make much more conservative estimates. It appears to be a definite public policy to assume as an article of faith that rehabilitation is an absolute success and that discussion is superfluous. Dr. Biesalski states that from 90 per cent to 95 per cent of all war cripples treated are returned to industrial life. Dr. Leo Mayer says that of 400 treated at the Hospital Am Urban only two were unable to go back to work.

The time of treatment for a man in the orthopedic hospital is from two to six months. Men are kept here until they are ready to go back to the army or are pronounced definitely dienstunfähig, unfit for service. Even if they are so unfit the war department does not discharge them until they are pronounced by the physician physically fit to go back to civil life. It sometimes happens that a man has a relapse after discharge or that a further, expensive treatment might improve his condition. In this case, the military authorities take no responsibility and private charity must attend to him as a civilian.

# Facilities.

There is great enthusiasm in Germany over the advances made in orthopedic treatment, and it is certain that the best hospitals are excellently equipped. The arrangements at Nürnberg, for instance, include an operating room, a room for making plaster casts, an X-ray machine, hot and cold baths, massage, electric and medico-mechanical treatments of all sorts. To what extent all the hospitals are supplied with modern orthopedic devices can not be ascertained. There has been some complaint in the papers that the remoter hospitals have very incomplete arrangements and that the great demand for orthopedists leaves some places unsupplied. New short courses for orthopedists have been put in at some of the medical schools and there is an enthusiastic effort to meet the lack; also there is wide publicity on the subject which tends to bring the poorer hospitals up to the standard.

More and more emphasis is being placed on physical exercise as a means of strengthening the stump and also the remaining limbs and of bringing the physical condition back to the standard. The plan is that a man shall begin very simple but systematic physical exercises even before he is out of bed. These are gradually increased until finally he has two or three hours a day under a regular gymnasium instructor. In many places, physical directors from the public schools and universities have volunteered their services and act as part of the regular hospital staff. Turnvereine, or athletic clubs for adults, are very common in German towns and these often have a gymnasium or an athletic field which they turn over to the cripples. Most of the larger towns have public parks and swimming pools which they place at the disposal of the hospitals. Games and outdoor sports are found to have an immense therapeutic value, both psychological and physical, as compared with medico-mechanical treatment.

At Munich, at the Königliche Universitäts-Poliklinik and the Medico-mechanischen Ambulatorium, 2,000 wounded men receive regular physical training. The Oscar-Helene Heim, Berlin-Zehlendorf, reports as part of its regular training for one-armed and onelegged men, ball playing, spear throwing, bowling, shooting, and quoits. 15 The sports at Ettlingen include work on parallel bars for one-armed men, and handball and jumping for one-legged men, besides regular calisthenic exercises pursued in the open. At the onearmed school at Heidelberg, Dr. Risson reports club swinging for one-legged men, a contest with the horse between the one-armed and one-legged, standing high jump for the one-legged, putting the shot by the one-armed, also ball throwing and handball for the latter, the stump being used as well as the good arm. The third army district (Nürnberg) has a similar program. The reserve hospital at Görden, Brandenburg, emphasizes long distance running and takes its men for long hikes in the open in regular running costume. An exhibition contest was recently held at this hospital for the purpose of convincing doctors and social workers all over the country of the possibilities for the cripple in outdoors sports. Swimming is also being emphasized. In Berlin cripples have been given free entrance tickets to the public swimming pools. Their swimming is supervised and no one allowed to go into deep water until the instructor is sure of his ability. On a day when 40 cripples, mostly with arm and leg injuries, made their first attempt, all of them were able to swim without help. In a swimming gymkhana organized later, two legless men competed among the others.17

There is a movement to arouse popular interest in this branch of cripple welfare. The Deutsche Reichsausschutz für Leibesübungen has supplied medals at hospital contests. 18 Local care committees encourage the formation in their districts of permanent athletic clubs for cripples, which tend to keep up their physical condition. Such clubs have been formed in Berlin, Leipzig, Hamburg, Essen, Mannheim, and Kiel.19

Trade training, even when given in the hospital, is under civilian auspices and will be discussed later. Many hospitals, however, even when they do not attempt to train a man to a trade, have a workshop or two attached for purposes of functional reeducation. In such a case manual training is counted as part of the medical treatment and is managed by the hospital under military authority, though occasionally, as at Düsseldorf, the care committee of the district sends

<sup>18</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, 19-22.

<sup>&</sup>lt;sup>16</sup> Vom Krieg zur Friedensarbeit, Berlin, 1917, iii, 26-27. 17 Vom Krieg zur Friedensarbeit, Berlin, 1917, iii, 28.

<sup>18</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1917, iii, 27.

<sup>&</sup>lt;sup>19</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 220-225.

visiting teachers to help the men with some simple manual occupation before they are able to be out of bed. There is great emphasis, in all reports on the subject, on the fact that even this occupational therapy should be really useful and should lead the patient direct to some practical occupation. There is also some emphasis on the fact that a man should be visited and his mind turned toward work at the earliest possible moment before mental lethargy has any chance to set in.

# ARTIFICIAL LIMBS.

All artificial limbs are furnished and kept in repair by the Government, which also furnishes new ones when necessary.

In distinction from the practice of other countries, the Government prescribes no standard pattern. It would appear that each orthopedist selects the limbs for his own patients. The war department has prescribed certain maximum prices for prostheses of different types, e. g., for amputation of lower arm, of upper arm, lower leg, and upper leg. The department will not be responsible for prostheses costing more than these standard prices. Otherwise, there is no official supervision exercised, and the matter is left to the doctors and engineers of the country.

The result is an immense stimulation of activity. The magazines are full of descriptions of new prostheses recommended by doctors and manual training teachers from all parts of the country. At an exhibition of artificial limbs, held at Charlottenburg, there were shown 30 kinds of artificial arms and 50 legs in actual use.<sup>20</sup> The Orthopädische Gesellschaft (Orthopedic Society) has devoted much discussion to the matter and there has been wide education and publicity.

The principle now thoroughly accepted is that the prosthesis should reproduce not the lost limb, but the lost function. It should not be an imitation arm or leg, but a tool. The standard of merit is the number of activities it makes possible. The prostheses usually supplied to cripples answer this definition. The legs are very like the old-fashioned peg leg; the arms are some variation of jointed rod with an arrangement by which different appliances may be fastened to it. With the arm is supplied a wooden hand covered with a glove which may be attached for street wear. The so-called Sonntagsarm (Sunday arm) is never supplied except on request to clerical workers.

The limbs are made by private firms, many of whom sell them at cost price as a patriotic measure. Some of the hospitals have an orthopedic workshop as part of their vocational training equipment, and these make their own limbs or at least prostheses for temporary

Die Versorgung der Kriegbeschädigten, Wien, 1917, p. 10.

wear. But there are certain well-known makes of limb which have come into very general use.

# Limbs Used.

The Jagenberg arm.—This is the invention of a factory owner at Düsseldorf, where there is a very large school for the wounded. It consists of two metal rods joined by a ball-and-socket joint which can be turned in any direction, a grip of the well hand sufficing to fix or loosen it. It is fastened to the stump by a tight-fitting leather cuff. With the arm is furnished a set of 20 attachments suitable for all the ordinary operations of life, such as eating, dressing, etc., and a wooden hand for street wear. The number of attachments can be added to at will to suit any trade. The arm is easily made and its parts can be had at any factory.21

Rota arm.—Made at the Rota Works, Aachen, after designs by the engineer Felix Meyer. Very similar to the Jagenberg arm, it differs in the manner of attaching tools. A set of attachments and an artificial hand is also furnished with this arm 22

Siemens-Schückert arm.—Made by the Siemens-Schückert Works. Nürnberg, after designs by Dr. Silberstein, of the Royal Reserve Hospital, Nürnberg. The firm manufactures the arms at cost. This differs from the Jagenberg and Rota arms in having the weight of the arm borne by a strap over the shoulder, while in the two former the weight comes on the stump. The arm has been tried out particularly in the Nürnberg carpentry shops with great success. It has a carefully worked-out set of attachments fitted especially for carpentering.23

Riedinger arm.—The invention of Prof. Riedinger, Würzburg. It consists of a long leather upper arm and short metal lower arm. with a tube into which attachments can be screwed. It is fastened on by a complicated harness over the shoulder and is particularly good for heavy lifting.24

Brandt arm.—The invention of Wilhelm Brandt, Brunswick. This is a celluloid arm with sliding joint, meant for lighter work.

Hanover arm.—Made by the firm of Nicolai, Hanover. Here the ball joint is replaced by a hinge, fastened at any angle by wing screws. This arm has also a set of attachments. It is light and particularly suited to clerical workers.25

<sup>&</sup>lt;sup>21</sup> Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh, 1917, p. 16.

<sup>22</sup> Ulbrith, Martin. Die evangelische Kirche und die Kriegsbeschädigten. Gütersloh. 1917, p. 16.

<sup>28</sup> Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh, 1917, p. 16.

<sup>24</sup> Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh,

<sup>25</sup> Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh. 1917, p. 17.

The two Schönheits or Sonntags arms (decorative arms) made are the Schüsse arm, Leipzig, and Carnes arm, an American patent purchased by a German firm. The Schüsse arm is a perfect imitation of the human arm entirely useless and purchased only by wealthy cripples as an extra prosthesis. The Carnes arm is also an imitation, but with a very complicated mechanism, by which most of the operations of daily life can be managed. The Carnes arm is too expensive and fragile for wide use. A cheap imitation of the Carnes arm has been invented by Prof. Bade, Hanover, but is not durable. Even this has not met with wide approval, because the arms made on the tool plan far surpass it in working usefulness.

Two hand prostheses are in wide use, both of them invented by cripples and both on the principle of the claw. The hand best suited to factory workers is that invented by the locksmith, Matthias Natius. It consists of an iron claw fastened with straps to the stump. grasps a tool like a hand and can then be clamped in that position.26

The Keller claw was invented by a farmer, August Keller, and consists of three wires the thickness of a lead pencil, wound together claw shape and fastened to the stump by a strap. It grasps tools as does the Natius hand, and its owner has found it entirely successful for all farm operations. It has now been patented and is being widely copied.27

The makes of artificial less have not been so standardized. The general principle on which they are made is that of simple construction and swift repair. Orthopedists have given up the effort to get much foot movement and the usual plan is an unjointed foot with a convex sole. The most noteworthy improvement is that adopted at Freiburg of reducing the weight by making the upper leg of a thin metal rod. The shape of the leg is retained by covering the rod with a wire form covered with elastic. Dr. Alfred Jaks, of Chemnitz, has invented a leg consisting of parallel levers which are set in motion by raising and lowering the stump,28

# Investigation and Publicity.

All these prostheses are in use, each one being popular in its own neighborhood or in some particular trade. In February, 1916, the Verband Deutscher Ingenieure (Society of German Engineers) made an attempt to standardize the various efforts. It offered three prizes for the best artificial arm suited to mechanical workers and combining the qualities of lightness, cheapness, and working usefulness.

<sup>26</sup> Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh, 1917, p. 18.

<sup>&</sup>quot;Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh,

<sup>28</sup> Ulbrich, Martin. Die evangelische Kirche und die Kriegsbeschädigten, Gütersloh. 1917, p. 18.

There were 82 entries for this contest, 60 of which fulfilled the entrance requirements. The ideal arm was not found and the first prize remained unrewarded, but the second and third prizes went to the Jagenberg and Rota arms described above, and small sums are awarded to the various other entries.29

The prize entries were on view for three months, with very good educational results. The society then decided to establish a permanent Prüfungsstelle (test station) for artificial limbs, which was opened at Charlottenburg in February, 1916. The station is a small workshop where about 10 cripples who are skilled mechanics can be employed at once and give a thorough working trial to any prosthesis. Up to August, 1916, the station had tried out 16 arms, 3 hands, and 4 legs and had had under investigation 19 arms and 5 legs. The station has been empowered by the medical department of the Gardekorps, the local military authority in the Berlin district, to advise all cripples under its supervision as to prostheses. To August, 1916. 345 cripples had been so advised. The Kaiser, from sums placed at his disposal for war relief, has recently turned over 50,000 marks to be used for the purchase and testing of artificial limbs. Twenty thousand of this goes direct to the Prüfungsstelle at Charlottenburg.

#### REEDUCATION.

In the German system, the functions of vocational advice and reeducation are closely allied and can hardly be treated separately. They constitute the first half of civilian duties toward war cripples and are managed in combination or separately, according to the locality.

Although vocational advice, in fact, precedes reeducation, it is more convenient, in this study, to take it up second, since its discussion necessitate a knowledge of the reeducational possibilities.

The chief thing to be noted about reeducation in Germany is that it goes on at the same time as the medical treatment, the two processes are simultaneous, not consecutive as is largely the case in England. This has two causes: First, there is the strong conviction among all cripple welfare workers that results can be obtained only by getting hold of a patient at the earliest possible moment of convalescence, and second, the fact that, since the Imperial Government does not pay anything toward reeducation, it is more economical for the care committees to attend to it while the men are in the hospitals and thus save themselves the expense of maintenance. The usual plan of the care committees, as has been said, is to give men their trade training while they are still in the military hospital, beginning it, in fact,

<sup>20</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 190.

<sup>30</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 41-42.

as soon as they are able to be out of bed. Given this plan for the housing of the men, there are two possible arrangements for the workshops. Either the care committee can maintain workshops in the hospitals, or it can use a separate building to which the men are transported every day.

Both these plans are in use, the one adopted depending on the funds and the buildings available to the local care committee. We may allude to them for convenience as the indoor plan, that where the instruction is given in the hospital, and the outdoor plan, when the men are taken out to school.

#### Indoor Plan.

There are a certain number of hospitals, like the larger cripple schools, which are already equipped with shops or where it has been possible to build them. In these, a very complete system of trade training is carried out under the hospital roof by civilian instructors. The plan must, of course, have the cooperation of the local Bezirks-kommando (district commandant) and of the hospital director. In view of the professions made by the war department, it is the understanding that this will always be forthcoming. Different hospitals have complained of a certain amount of friction, but this is only in details and in individual cases. As a rule, the military authorities are exceedingly glad to turn over this part of the work, which they are unable to carry.

Since the discipline of the hospital is military, the men can be assigned by the director to different shops to spend a certain number of hours every day. The civilian instructor does not actually force them to work, but the example of other pupils is usually enough for an apathetic man. In a very few hospitals, such as the agricultural school at Kortau, it has been possible to assign crippled officers as instructors and the discipline is entirely military.

# Nürnberg.

The Nürnberg hospital is the most complete example of this plan to hand, though even this hospital, which was fortunate enough to obtain space and equipment for workshops, does not manage the reeducation problem exclusively within its own walls, but works in close connection with the city schools.

The Nürnberg hospital has 900 beds. It occupies three new hospital buildings, turned over to the military authorities by the city of Nürnberg and furnished with all the modern orthopedic equipment. The school facilities include a large-sized piece of land and 12 workshops, the latter fitted up with machinery and tools, which are the gift

of private manufacturing firms. The teaching is by professional teachers, who have volunteered their services, and foremen from manufacturing shops, whose services are donated by their employers.

The instruction at this hospital resolves itself into two divisions general and theoretic instruction in the schools of Nürnberg and practical shop work in the hospital workshops. The curriculum is as follows:

- A. Theoretic work (special classes held by volunteer teachers in Nürnberg schools, with occasional class at hospital).
- 1. Left-handed writing.
- 2. Improved writing with right hand.
- 3. Typewriting.
- 4. Stenography.
- 5. Commercial course.
- 6. General course for industrial work-
- 7. Farm bookkeeping.

- 8. Theoretic course for the building trades (carpenters, locksmiths, etc.).
- 9. Theoretic course for building trades (masons, plasterers, etc.).
- 10. Decoration and design.
- 11. Theoretic course for machinists.
- 12. Left-handed drawing.
- 13. Office management.
- B. Practical work (in workshops with volunteer foremen or teachers).
- 1. Tailoring.
- 2. Painting.
- 3. Bookbinding.
- 4. Printing.
- 5. Locksmithing.
- 6. Shoemaking.
- 7. Saddlery.
- 8. Weaving (by hand and machine).

- 9. Orthopedic mechanics.
- 10. Machine tool work.
- 11. Carpentry.
- 12. Farming.
- 13. Paper hanging.
- 14. Toymaking.
- 15. Blacksmithing.
- 16. Brushmaking.

These courses all have regular hours and insist on the men turning out work which is up to commercial standard.31

As far as can be gathered, the indoor plan is the one least often followed. A few of the larger cripple homes, with the big hospitals at Nürnberg, Munich, Marfeld, and Görden, are the chief examples. The cripple homes, of course, already had their equipment, and Nürnberg and Munich are in Bavaria where the State government finances the cripple work and a larger outlay is possible. Görden may possibly be an exception, but reports of its work are not at hand. Other hospitals managed in this way are in remote places where there are no educational advantages and the hospital is obliged to furnish what it can.

#### Outdoor Plan.

The plan more often followed is the outdoor plan, where the instruction takes place in the local trade schools. There are excellent

a Kriegsinvalidenfürsorge. Darstellung der in Nürnberg getroffenen Massnahmen. Würzgberg, 1915, p. 1-45.

facilities for this, since every town has at least one trade school. Some representative of the education authorities generally serves on the local care committee, and the schools are eager in any case to offer free instruction. German magazines are full of advertisements of free courses for war cripples, offered by schools of the most varying kind, public and private, from agricultural and commercial schools to professional schools and universities.

The plan of any local care committee can, therefore, be elastic. In a small town it may simply arrange that its cripples be given free instruction at the local trade school, in the regular classes or a special class. In a large town, like Düsseldorf, where there are 50 hospitals, the committee has taken entire possession of a school building equipped with shops and tools and gives 20 courses open to men from all the hospitals. Other institutions of the outdoor type fall between the two extremes, but some reciprocal arrangement between school and hospital may be considered the typical German institution

The instruction in institutions of the outdoor type is not under military discipline. The arrangement of the school with the hospital authorities is a purely informal one. The hospital director gives the men permission to be absent during certain hours to attend school; the school reports to the director whether or not they attend. Attendance is not compulsory and men can not be punished for misbehavior, but the school reserves the right to refuse such pupils as seem idle or subversive of order. This generally is discipline enough.

The war department has the right to dismiss a man from the hospital as soon as his physical treatment is over, without regard to the status of his trade training. This matter has to be arranged by informal cooperation between the civilian school directors and the military hospital authorities. As a rule, the hospitals are willing to keep a man until his trade training is complete, even though they would otherwise dismiss him sooner. It is planned that none of the school courses shall take more than six months, the maximum time for hospital care. These short courses are intended for men of experience who need further practice in their old trade or in an allied one. Six months is, of course, not long enough to give a man complete training in a new trade, since some require an apprenticeship of one or more years. If a man needs further training after the short school course, he becomes the charge of the local care committee. which supports him while he attends a technical school or pays the premium for apprenticing him to a master workman.

The courses given in this way attain a high standard of efficiency, both because of the good school facilities and because a large number of the men dealt with are already trained workmen with a good

foundation to build on. It is the plan of the schools that, when a man is dismissed, he shall be qualified to go back to work or to a higher school. Arrangements are made with the handicraft guilds that men in their line of work shall be able to take their master test at the school and be graduated master workmen. It is also seen to that every man has a fair common school education before he begins on a special trade.

# Düsseldorf.

The Düsseldorf school, which has issued the fullest report obtainable, offers the following curriculum.<sup>32</sup>

- A. General education.
  - 1. Preliminary course.
    - (a) Civics.
    - (b) German—writing, grammar, etc.
  - 2. Manual training (as preparation for trade training).
  - 3. Education of one-armed and left-handed men.
- B. Theoretic trade courses.
  - 4. Building trades.
  - 5. Metal-working trades.
    - (a) Course for machinists.
    - (b) Course for draftsmen.
  - 6. Commercial course.
  - 7. Course for railway and postal employees and lower positions in civil service.
    - (a) Office work.
    - (b) Telegraphy.

- 8. Course for store clerks.
- 9. Agricultural course.
- 10. Course in handicraft as preparation for journeyman's and master tests.
- C. Practical trade courses with shop work
  - 11. Electrical work.
  - 12. Metal work.
  - 13. Carpentry and cabinet work.
  - 14. Locksmithing.
  - 15. Stone masonry and carving.
  - 16. Graphic trades (printing, lithography, etc.)
  - 17. Bookbinding, cardboard, and leather work.
  - 18. Painting and plastering.
  - 19. Upholstery and decorating.
  - 20. Dental laboratory work.

Another form of the outdoor plan is to send the cripples out from the hospital to shops in the neighborhood. Sometimes they are regularly apprenticed to a master workman, the care committee paying the premium; sometimes they are sent for shorter periods on payment of a small tuition fee. This system is followed for individuals at Düsseldorf and much more at Cochum. Otherwise, it is an expedient for the smaller places where the school facilities are not good and the cripples are fewer.

It is not possible to find out how many schools there are in Germany of the standard of Nürnberg and Düsseldorf. Others noted in the appendix are referred to, but full reports of them are not available. The two described appear to maintain a very high standard of efficiency. In both, the instruction is regular and thorough and with one end—to fit the cripple to pass the only real test, that of actually making his living in the world without help. The emphasis in all

<sup>22</sup> Gotter, Karl, and Herold. Düsseldorier Verwundetenschule, Düsseldorf, 1916, p. 7-8.

the German writing on the subject is to the same point. The necessity for turning out really skilled workmen is thoroughly realized and it is insisted that whatever work the cripple does, even during his earliest attempts, should be calculated to give him a correct working standard.

## Schools for One-Armed.

It is recognized in Germany that the one-armed man has the greatest handicap, and special arrangements are made for his training. Besides exercises and instruction in the hospitals, there are schools for the one-armed at Strassburg, <sup>33</sup> Baden Baden, Heidelberg, Munich, Würzburg, Kaiserslautern, Ludwigshafen, Nürnberg, Erlangen, Frankfurt a. M., Hanover, Dresden, Chemnitz, Düsseldorf.

A school for the one-armed means, as a rule, special courses for one-armed men given in the regular city schools where the men will afterward be taught a trade. The purpose of these courses is to exercise the stump and the remaining members of the one-armed man until he is in a position to take up trade training beside others less seriously crippled. The course includes instruction in the ordinary acts of life which are made difficult by the loss of a hand, such as eating, washing, dressing, tying knots, using simple tools. Six weeks is said to be enough to put a one-armed man in condition to go on with regular training. A great part of the teacher's duty is to convince the men that these things are all possible and need only a little practice. For this purpose one-armed teachers, preferably industrial cripples who have worked out their methods by long practice, are the most useful, though crippled officers have already found employment in this way at Nürnberg, Düsseldorf, and Berlin-Zehlendorf.

As essential part of the course is left-handed writing for those who have lost the right arm. This is necessary, whether or not they are to have a clerical occupation, both for removing the feeling of helplessness and for giving the hand greater flexibility and skill. German teachers have made a scientific study of this question and state that left-handed writing can be made as legible and characteristic as right-handed. Samples of left-handed writing from Nürnberg show excellent script after from 12 to 20 lessons.

Left-handed drawing, designing, and modeling are often added as a matter of functional reeducation. Men with clerical experience are taught to use the typewriter, sometimes using the stump, sometimes a special prosthesis, and sometimes with a shift key worked with the knee.

All the schools put great emphasis on physical training. In the school at Heidelberg, under a regular gymnasium instructor, the men do almost all the athletic feats possible to two-armed men.

<sup>88</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, il, 35.

Dr. Künssberg, of the Heidelberg school, states that he has made a list of 100 occupations suitable for the one-armed man. He gives the following conclusions drawn from his own experience:

- 1. One-armed men are, as a rule, able to continue with their old trade. Of those at Heidelberg, only 5 per cent were obliged to take up another.
- 2. The best opportunity for the one-armed man is in narrower specialization within his own trade. For example, the carpenter can take up polishing and wood inlay, the tailor can become a cutter, etc.
- 3. The most important point is for employers to rearrange their work so as to reserve for one-armed men the places they are able to fill.

There have been several textbooks written on the subject of the one-armed man and left-handed writing. The best known are by Von Künssberg, Dahlmann, and Count Zichy.

## Agricultural Schools.

A special effort is being made to return to the land all who have any connection with it, such as farmers, farm laborers, and even handworkers of country birth. In districts like East Prussia, almost all the wounded come from country districts, and 50 per cent from agricultural occupations.34 It is felt that to allow these men to be diverted from their original work by the war would be a serious loss to the country. Therefore there is wide publicity on the advantages of agricultural life, and it is part of the duty of the care committees to encourage interest in it among the wounded. The suggestion has even been made in Bavaria that cripples from the country districts should be separated while in hospital from the city men. so that they will run no danger of being estranged from their old interests.35

All the hospitals which have any land give courses in farming and gardening for their inmates. 36 It is estimated that there are several hundred such hospital farms, small or large, run by the wounded. In addition to this there are definite summer farm courses at agricultural schools and universities, which are free to cripples. East Prussia alone has eight such specialized courses in different branches of farming, such as dairying, beekeeping, forestry, a course for farm overseers, etc. 37 There are in the empire 10 regular agricultural schools for war cripples, which are listed in the appendix. The largest appears to be the farm at Struveshof, Berlin, which accommodates 200 and trains cripples as farm teachers. The one of which the fullest description is obtainable is that at Kortau in East Prussia, which accommodates at present only 15 pupils.

The farm at Kortau is under military discipline and serves as part of the reserve hospital at Allenstein, two kilometers away. All pa-

<sup>34</sup> Der Kriegsbeschädigte in der Landwirtschaft, Königsberg, i, Pr., 1916, p. 27.

<sup>35</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 157-164.

Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 235.
 Der Kriegsbeschädigte in der Landwirtschaft, Königsberg, i, Pr., 1916, p. 12.

tients at Allenstein who come from agricultural occupations are immediately transferred to Kortau, that they may be in surroundings which will encourage them to go back to farm work, and that they may have orthopedic exercises and prostheses specially suited to them. The instruction consists of two courses—a preliminary course of four weeks, and an advanced course, the duration of which is determined by the man's physical condition and the time of his discharge from the army. Work is divided into three classes:

- 1. Work done primarily with the hands and arms; digging, shoveling, wood chopping, sowing, planting, mowing, hoeing, raking, thrashing, and the care of the necessary tools for these occupations.
- 2. Work where horses are used—plowing, harrowing, driving, and the operation necessary for the care of horses-harnessing, foddering, etc.
  - 3. Exercises over rough ground and obstacles for men with leg injuries. 38

It would appear that the instruction is of the simple type useful for small farms, and that the matter of farm machinery and its adaptation to the war cripple had not been gone into. The chief need is to fit the small peasant farmer to go back to his own holding, where he may, with the help of his wife and children, manage truck gardening or poultry raising. Most of the courses serve this sort of purpose. There seem to be few large-scale farms in Germany, and though Maier-Bode, in his article, "Einrichtungen der Kriegskrüppelfürsorge für die Landwirtschaftz," 39 mentions a dozen or more occupations possible for cripples on large estates, very few of these have anything to do with machinery. A publication issued by the provincial government of East Prussia 40 calls attention to the possibility of the use of electric motors by peasant farmers, but limits its suggestions to small-scale operations. Apparently, the schools aim to give only a background of farming theory and a certain amount of efficiency in the operations performed by hand.

To this smaller field, however, a great deal of inventive thought has been applied. Teachers in the various schools have been very ingenious in contriving tools with modified handles which can be gripped with a prosthesis or a stump, and extra straps and hooks to be attached to the clothing for aid in balancing tools. Friederich Maier-Bode in his book gives examples of ways in which cripples of every kind can manage all the ordinary operations of a farm.41 The same author strongly urges that crippled farm workers shall learn. in addition to farming theory, a handicraft which they can practice at home, thus doubly assuring themselves against helplessness.42

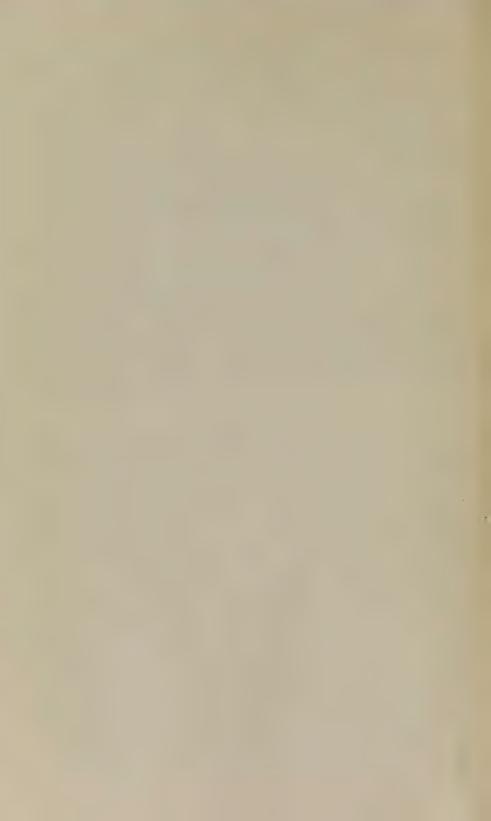
<sup>38</sup> Der Kriegsbeschädigte in der Landwirtschaft Königsberg, i, Pr., 1916, pp. 27-41.

<sup>Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 157-164.
Der Kriegsbeschädigte in der Landwirtschaft, Königsberg, 1916.
Maier-Bode, Friedrich. Der Arm und Beinbeschudigte in der Landwirtschaft, Leipzig,</sup> 

<sup>42</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, lx. 157-164.







## PUBLIC RELATION: REEDUCATION.

#### Teachers.

The teaching in all schools is very largely volunteer. That does not mean that it is unskilled, for there are a large number of trade and other school teachers, craftsmen, and invalided officers who are willing to give their services. The National Teachers' Association has passed resolutions to this effect. Where the committee has funds enough, as at Düsseldorf, a staff of technical teachers is paid. At other places only one or two are paid and the others donate their services for half time. Employers often donate the services of a foreman for half the day. The war department helps by assigning invalided officers and noncommissioned officers who happen to have experience in some particular line to act as instructors of farming, architecture, etc. The make-up of each school staff is, in this way, a matter of chance depending on the funds of the committee, the suitable volunteers in the locality and the personnel at the command of the local military commander.

This does not seem to make for as much lack of system and training as is usual where an institution relies on volunteers. The fact that the care committees and the volunteers are almost all people who hold public positions and the military spirit which pervades the Empire seem to make for a rigid system and a high standard of efficiency in the schools. The esprit de corps, the unanimity of the workers as shown in every report, is striking.

#### Attitude of Men.

Reports point to very little difficulty met with among the men. This is due to the fact that they are partly under military discipline and also to the very early beginning of schooling before "pension psychosis" has time to get a foothold. The appeal made to them is a patriotic one, to the effect that no man is a worthy citizen of the Fatherland who has not the will to overcome his handicap. Much literature has been published on the subject, the motto being Der Deutsche Wille Siegt! (The German Will Conquers!) One gathers also, from the reports, that the semiofficial position of the volunteer teachers and care committee members, who are mostly from the official and the educated classes, makes the whole system more or less a class matter and causes the wounded soldier to accept the plans of his superiors without question.

# Attitude of Employers.

The attitude of German employers has always been a very paternal one. The large firms appear to have had, for some time, a benevolent policy toward their employees and have furnished them with a great many material conveniences, such as baths, rest rooms, model dwellings, etc. These same large firms have been among the leaders in the war movement and have made many spectacular donations to war relief, to the widows and dependents of soldiers, etc. In the matter of trade training, the large employers have also taken a prominent place. As a matter of fact, the duty of helping the war cripple back to civil life has become a patriotic issue and any employer who did not publicly show his cooperation would suffer considerably. Therefore, most of the large firms can be counted on not only for donations to reeducation of money, apparatus, and trade teachers, but for an actual share in the work on a large scale.

Many firms have made experiments toward retraining their own crippled employees. The firm of Friedrich Krupp, at Essen, has a hospital on its own grounds to which its former employees are transferred from the military reserve hospital for final orthopedic treatment. While at this hospital they work as many hours a day as they are able, under medical supervision, in a special shop built for reeducation purposes. They receive, while working, a minimum payment of 10 marks a month, and anything they make which can be used is paid for at regular piecework rates. When their training is complete, a place is made for them in the shop. Cripples who were not former employees are also trained whenever there is room for them. 43 The Electric Accumulator Works, at Oberschönweide. Berlin, has a similar hospital and shop.44 Most others do not have hospitals, but receive men while at the orthopedic hospitals for training in their works, which thus constitutes a reeducation school. These firms are: Phoenix Works, Düsseldorf; Northwest Group of the Association of German Iron and Steel Industries, Düsseldorf: Siemens-Schückert, Siemenstadt, Berlin; 45 Emil Jagenberg, Düsseldorf; Rochlingen Bros., Völkingen a. d. Saar. 46 In all these cases, the men live at the hospital and go daily to the shop, working under the supervision of a doctor furnished by the employer. In the case of Siemens-Schückert, the military authorities place an officer in the factory to take charge of discipline, though this is not always

Smaller employers help in different places by taking men as apprentices by arrangement with the local care committee.

<sup>43</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 56-60.

<sup>&</sup>lt;sup>44</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 113. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

<sup>46</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 291-299.

<sup>46</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 113. (Reichsausschuss der Kriegsbeschädigtenfürsorge, Sonderschriften. Sonderschriften. Heft 1.)

## Insurance Associations.

The help given to training by State and imperial insurance offices must be counted as help given by employers since, under the law, it is they who furnish most of the funds for these institutions. By the German social insurance laws, employers in any branch of industry all over the empire are required to form Berufsgenossenschaften (accident insurance associations), which attend to the payments and the medical care for the men injured in that industry after the first 13 weeks of invalidity. These Berufsgenossenschaften have large funds obtained by taxation of members, for the care of industrial cripples and the prevention of invalidity. They are supervised in each State by the Landesversicherungsanstalt (State insurance office) and in the nation as a whole by the Reichsverischerungsamt (imperial insurance office). The insurance officers are allowed, by the law, to spend their funds not only for the care of individual cases, but for any general measures which are for the health of the community. In accordance with this, they have, in different States, voted large sums for orthopedic hospitals, for reeducation, and even for loans to cripples and for land settlement. Money thus contributed by the State insurance office may actually be considered as money contributed by employers.

# Attitude of Workmen.

The attitude of the workmen toward the reeducation of cripples is not so unanimous as that of the employers. This will be taken up more fully under the head of placement. It may be generally stated that the attitude of the handicraft workers, whose standards are protected by law and who, therefore, have nothing to fear from the inroads of unskilled labor, is cordial; that of the unions, consisting of mostly machine workers, is less so.

The representatives of labor who have given the most cooperation to the reeducation of cripples have been the chambers or handwork. These are a distinctly German institution, in force only since the revision of the Gewerbeordnung (the industrial code) in 1897. By former provisions of the industrial code, there existed chambers of commerce and of industry (Handels und Gewerbekammen). They were elected bodies from among the merchants and the industrial workers of a locality which were recognized by the State Government and acted to it in an advisory capacity wherever the interests of commerce and industry were concerned. In some districts the chambers of commerce and industry were represented by a single body, in others, where conditions seemed to call for it, by two.

This left the smaller industries, where a man conducted the manufacture and sale of his own goods, unrepresented. Most of these

small industries fall under the head of handwork and the men engaged in them are members of handworkers' guilds.

There still persist in Germany Innungen (handicraft guilds) which are lineal descendants of the guilds of the Middle Ages. They are possible in any trade, such as brace making, butchery, baking, which uses only simple tools worked by hand power and where the worker sell his product straight to the consumer. There is no set line as to which trades have guilds and which have unions; it is a matter of chance development, though the guilds are comparatively few in number and unimportant compared to the unions. The guilds have set rules for membership: they establish a standard length of apprenticeship and tests for the successive stages of journeyman and master workman. A man who passes the master workman's tests sets up for himself, is recognized by the guild, and has a definite standing before the public.

With the spread of large scale industry, these guild regulations were suffering and it was feared that some useful handicrafts would lapse. Therefore, when the industrial code was revised in 1897, there was included in it the Handworkergesetz (handwork law), which established the Handwerkskammern (chambers of handwork). Their members are chosen from among the handicraft workers, both guild members and union members, and their function is principally to regulate apprenticeship and the journeyman's and master's tests. There is now one or more of these chambers in every State and Prussia has 33. The Handwerkskammern, in all parts of Germany, have been of great help to the reeducation schools, and, more than that. they have undertaken an active propaganda to urge cripples to learn a handicraft and to become master workmen. This they do without iniury to themselves, since the amount of training necessary for the master's test is fixed and there is no danger of a cripple becoming eligible for the guild unless he is perfectly competent to maintain its standard. Also, handwork is dving out and it would be of advantage to the guilds to recruit their numbers. Beside this, although some master workmen take work as foremen in large establishments. most of them set up for themselves and there is very little danger of wage reduction. However, the chambers of handwork have made real concessions. At Düsseldorf, Bochum, Nürnberg, Lübeck, Hanover, and in Lower Saxony, they have modified the master test so that its requirements will not mean the usual expense and physical labor. At Düsseldorf, the chamber has ruled that time spent in the cripple school shall count in the necessary time of apprenticeship. The chamber of handwork in Prussian Saxony, in cooperation with the provincial care committee, has established special bureaus of vocational advice for hand workers. Their purpose is to advise a man as to his chances for becoming a master workman and to see that he gets to the proper reeducational school. Spokesmen for the handicraft workers urge that the crippled worker shall be encouraged to settle on the land where he can combine a handicraft with raising his own food.

# Attitude of Unions.

The unions have not come out so strongly in favor of reeducation. In really well-planned schools, like that at Düsseldorf, there is a union representative on the care committee, but the complaint is often that the care is a class affair and that labor is not represented nor consulted in the reeducation plans. This comes out more strongly when it is actual placement rather than training which is being considered.

#### VOCATIONAL ADVICE.

# Cooperating Military and Volunteer Agencies.

Vocational advice is the first of the civilian functions in the care of the war cripple. There has been such wide publicity that every care committee understands that its duty in urging the cripple to a trade begins as soon as the man is well enough to be visited in hospital. This demands a certain amount of cooperation with the local military authorities who censor the visits made to the men. The usual arrangement is that certain men should be appointed by the care committee to serve in a volunteer capacity as advisers and that their appointment should be sanctioned by the local military command. These men make regular visits to the hospitals and take the names and the necessary information about each new cripple in preparation for advising him as to reeducation. Some committees have blanks worked out on which these facts are recorded. (See appendix.) In some places there is no regular visitor, but the hospital doctors and nurses are asked to fill out these blanks. In others, the committees have a large subcommittee consisting of experts in various trades which deal with the whole question of vocational advice.

At the beginning with such a large body of voluntary workers there was some complaint that many of the advisers did not possess the necessary experience. At present, there has been a good deal written on the subject and the adviser's work has been well defined, so that there seems an improvement. Also schools have been opened in two cities to furnish them with a brief course of training.

As a matter of fact, the principle is fast held to that a man must, if humanly possible, go back to his old trade, or, failing that, to an allied one. This narrows the scope of vocational advice and makes it rather vocational urging. The real requirement would seem to

be that the adviser shall be an enthusiastic and reliable person who would act as a sort of publicity agent for the school and convince the cripple that he will find through it the means of getting back to his old work. Vocational advice, though in point of time it comes before reeducation, is so dependent on the reeducation possibilities in the different localities that the description of it here can best follow that of reeducation. Vocational advice is almost always the function of the local care committee. The general rule of the military authorities is to send a man for his final, long, orthopedic treatment back to his home district, and the committee in this district is, therefore, better acquainted with labor conditions and with the background of the men.

The practice of the committees is to send representatives to the men in hospital as soon as they are well enough to be visited to get full facts on their experience and their physical condition and then advise them as to reeducation or immediate work. The military hospital authorities demand that anyone allowed to visit the men be approved by the local military commander. This approval is sometimes given in writing and the visitor receives a regular appointment; at other times it is more informal. The war office has, however, given instructions that district commanders shall cooperate as much as possible. (Kriegserlass.)

Vocational advice is managed with more or less efficiency according to the locality. In some localities, such as those of the eighth and eighteenth army corps, the committee requests the doctors to consult with the men in the hospital, to fill out blanks and furnish them with the necessary advice.<sup>47</sup>

In others there is a special subcommittee of the care committee, consisting of educators and trade experts, which visits the hospitals in a body or holds sittings there. This is the plan in Freiberg, Breslau, Strassburg, and in Grand Duchy of Hesse.<sup>48</sup> The plan most often followed is that of having, as vocational advisers, individual men with knowledge of trade conditions and an ability to win the cripples' confidence. These men are, as a rule, volunteers and from the upper classes, but the realization is growing that they must have special qualifications in order to be efficient. Short courses have been opened in two cities for men who wish to take up this service. There were, in January, 1917, 400 vocational advisers serving in Berlin. Individual men are appointed also in the whole Province of Brandenburg,<sup>49</sup> in Westphalia,<sup>50</sup> in Bavaria,<sup>51</sup> and in Baden,<sup>52</sup> and many places

<sup>47</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 98. Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, il, 141.

<sup>48</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, 45, 267, 290.

 <sup>&</sup>lt;sup>40</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, 263.
 <sup>50</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, 103.

M Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 173. Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 24.

in Saxony. Instructions issued to the vocational advisers in Leipzig (Saxony) by the local committee read as follows:

- 1. It is the task of the vocational advisers to seek out such soldiers as are likely, as a result of their wounds, to be hindered in the use of their limbs and to advise them.
- 2. The vocational advisers will be informed by the committee in what hospitals, military or associate, such visits are desired. It is desirable, when visiting, to get in touch with the physician in charge or the head nurse.
  - 3. The aim which the vocational advisers should hold before them is:
    - a. To combat the discouragement of the wounded men by showing them what cripples have already been able to do.
    - b. To inform themselves as to the cripple's personal circumstances and his trade experience.
    - c. To obtain employment for the soldier with his former employer or at least in his former trade.
    - d. To arrange for the cure of hindrances to movement of the limbs resulting from wounds by orthopedic or mecano-therapeutic treatment.
    - e. To arrange, if necessary, for the education of the wounded man in another trade which is suited to him.
    - f. To place the man in the new trade.
  - 4. As a preparation for this task, the vocational advisers are recommended
    - a. To read the publications issued by the committee for their instruction.
    - b. To visit the home for crippled children in Leipzig.
    - c. To visit the Zander Institute of the Leipzig Local Sick Benefit Society.
    - d. To keep in constant touch with the members and the officers of the Leipzig committee for the care of war cripples.58

## Vocational Advice by Military Department.

The war department has recently made some efforts to deal with this question, which was, at first, left entirely to civilian iniative. Each reserve battalion has now an Fürsorgeabteilung (welfare division) whose primary duty is to assist men about to be dismissed in the settlement of their pensions. In some commands, this department is very active and takes up the matter of vocational advice or even placement with the men under its authority. Where there is an active care committee, the welfare department generally turns most of the actual case work over to it, but in small places, such as a few of those in East Prussia, the welfare department is very active. The war department, in its decree of December 27, 1916, says, in relation to these departments:

In order to avoid confusion, it may be stated that the military bureaus for vocational advice established in certain military districts are expected to work toward the same goal as the civilian agencies and in complete cooperation with them. It is recognized that, owing to their recent growth, these bureaus are still very faulty; they can best be promoted by a constant exchange of opinion between the military authority and the central care committee.14

<sup>53</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, ix, 97.

<sup>64</sup> Leitsätze über Berufsberatung und Berufsausbildung, Berlin, 1917, p. 20. ausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften, Heft 2.)

#### PLACEMENT.

The problem of placement is much simplified by the German creed that a "man must go back to his former trade and, if possible, to his former position." This makes placement more a matter of resorting and fitting a man into the niche reserved for him than of studying possible new combinations. Although the creed is uniform, there is no uniform machinery for putting it into practice. The agencies to which a cripple may turn are five:

- 1. The care committee.
- 2. The public employment bureau.
- 3. Government service.
- 4. Employers' and workmen's associations.
- 5. Miscellaneous charitable and private initiative.

#### Care Committees.

The care committee, though the least definitely organized for placement purposes, is generally the agency which comes first in question. To the care committee belongs the routine duty of making connections with the former employer. Many cases are settled in this way without further difficulty. The agent for the care committee is the vocational adviser who interviews the man in hospital. Often he has communicated with the employer before the cripple begins his training and has found exactly what further education is advisable for that particular position. All committees go as far as this in the matter of placement. If the old employer is unable to make a place for the man, some of the committees immediately turn him over to another agency, generally the public employment bureau. Other committees, with more funds and a wider scope, run employment bureaus of their own. The care committee of the Rhine Province. an industrial and mining locality, has a system of employment bureaus all over the Province, affiliated with the local care committees. The committee of the Province of Silesia has one employment bureau which serves the whole Province. In other cases, the care committees do not have separate offices for employment, but attend to it from the regular care committee office for the district, along with vocational advice, pension information, relief, etc. As an example of a care committee employment bureau, that of Heilbronn in Würtemberg may be cited. This committee, from November, 1915, to March, 1917, had 656 applications, out of which 246 men were placed. 55 The Dortmund committee, in Westphalia, had 592 applications and placed 165, while 17 got places for themselves after training provided by the committee. 56 Even when the care commit-

<sup>55</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 126.

<sup>66</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 355.

tees do not place men, a good many duties devolve on them in connection with employment, because many public works or Government offices will not take on a new man until his local care committee has certified that he is unfit for his old work. This means giving a great deal of responsibility to the care committee. In places which have a representative and efficient committee, it is a good plan, but in small places where the committee is represented only by one man there is room for favoritism and unfairness. Complaints in the papers have stated that the decisions are influenced by class prejudice and have made this a reason for asking that the whole cripple care system be put under Government control.

#### Public Bureaus.

Germany has a regular system of public employment bureaus supported by the municipalities. The bureaus in each State or Province are united under a State or provincial directorate, and the directorates in an imperial federation. Some of these bureaus had, before the war, special divisions for the handicapped and others are now forming them. It is advised by the Imperial Committee for the Care of War Cripples that the whole matter of placement should be left to these public bureaus and that no new agencies should be established.<sup>57</sup> This has not yet been done, however, and there is still argument as to whether cripples are best placed by the public bureau or a private one and whether their placement should be handled senarately from that of the able-bodied.

In a number of the States the public bureaus are handling the placement of war cripples, handed over to them by the care committees after placement with the old employer has been found impossible. These States are Bavaria, Brandenburg, Grand Duchy of Hesse, Hesse Nassau, Baden, Saxony, and Anhalt. In Bavaria, where the whole work for cripples is under the State Government, each district has a special bureau for cripples, affiliated with the public employment bureau. The other States and Provinces handle the work through the regular employment bureau, which keeps a special department, or at least a list of positions, for war cripples.

# Public Bureau Report.

The report of the public employment bureau of Berlin, Province of Brandenburg, which has a special division for cripples, is as follows:

August 1, 1915, to December 1, 1916:	
Applications received	2,700
Positions available	2,000
Positions filled	1,400

<sup>57</sup> Verhandlungsbericht über dis Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

Of these 1,400, 730 were followed up after they went to work, and the report is not so encouraging. One hundred and forty-five changed their position eight times before the time came for discharge or renewal of contract; 45 stayed one week; 29 stayed two weeks; 27, three weeks; 22, four weeks; 42, over a month; 22 two months; and 35, three months. (Norddeutsche Allgemeine Zeitung, Feb. 3, 1917.)

Work is done here and there by individual bureaus in States and Provinces which have not taken over the work as a whole. In East Prussia, an agricultural district, the provincial Government has established a farm employment bureau at Königsberg. In Strassburg, Alsace, the municipal bureau takes care of cripples and has an arrangement with the Fifteenth Army Corps commandant by which they can be employed in the military clothing workshops.

#### Government Service.

The Imperial Government has, of course, an enormous number of positions at its disposal, since the railways as well as all the post-office and civil-service positions are included. The Government has already promised that all former employees in any of these lines will be reemployed, if not in their old capacity, in a kindred one. These men, according to instructions from the imperial chancellor, are to be paid without consideration of their pensions. This is a new departure, since Government pay, in civil-service positions, was always subtracted from the amount of the pension.<sup>58</sup> The promise, however, decidedly reduces the number of possibilities for the ordinary cripple.

The post-office department has decided to give all future agencies and subagencies in the rural districts to war cripples, provided they are fit for the positions and want to settle on the land.

Germany has the difficulty found in other countries with untrained men who feel themselves entitled to Government positions, and she has taken measures to guard against it. The imperial post effice has directed the postal officials in all the States to follow the example set in the Rhine Province and refuse employment to war cripples unless it is certified by their local care committee that they are unfit to go back to their old occupation. In minor civil service posts no new man is accepted without a certificate, either a Zivilversorgungs-schein (civilian care certificate) or an Anstellungsschein (placement certificate). The Zivilversorgungsschein guarantees a man employment or support in case no position is vacant. It is issued only to men who have had 12 years honorable service. The Anstellungs-

Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 157.

Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 89,

schein is given to other noncommissioned officers or privates who are certified by their local care committee as being unable to take other work, but it does not guarantee that they will be accepted and, if not, they have no indemnity payment.<sup>60</sup>

# City Governments.

The city and other local governments also make every effort to take in cripples, but their possibilities are small. In many places, such as Freiberg, they exercise an indirect influence by refusing to give city contracts to firms which do not reemploy their own injured workmen, or even new crippled men for whom they have room. In Nürnberg a foreman is not allowed to discharge a war cripple without bringing the case before a committee of the city, appointed to see that justice is done in such cases. In general, the city governments also are obliged to protect themselves. Most of them will not consider an application for work from a war cripple unless the care committee certifies that he can not resume his old trade.

# War Department.

Aside from these regular Government employments, there are special employments due to the war and under the war department. The army workshops at Coblenz 63 and Kassel 64 employ discharged crippled soldiers to work on shoes, clothing, and saddlery. At Danzig, unskilled men are taken and given regular training as at a reeducation school. It has been recommended that the other army corps commanders adopt this plan and employ only war cripples in the workshops under their command.

A military announcement of March 17, 1917, asks that all crippled soldiers should be turned, as much as possible, to civilian work at the rear, such as that of airplane mechanics, blacksmiths, etc. The men formerly employed in these capacities were retained under army discipline and given army pay, which is much less than civilian pay. The war office now promises that they will be retained in a civilian capacity and will retain their pensions.<sup>65</sup> It also promises that, after the war, every effort will be made to get these men back to permanent civilian positions.

The war department has recently established a Versorgungsabteilung (welfare department) in every reserve troop where invalided

<sup>60</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 89.

<sup>&</sup>lt;sup>61</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 124.

<sup>&</sup>lt;sup>62</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 178. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften, Heft 1.)

<sup>68</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 332.

<sup>64</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1915, i, 170.

<sup>&</sup>lt;sup>™</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 125.

men are cent while awaiting discharge. This department is supposed to facilitate their return to civil life through advice about reeducation or employment. In cases where there is no very active local care committee, this department communicates with the former employer and even attempts some placement activity, but the plan is so new that not much is reported of it so far.

The war office publishes twice a week a journal, Amtliche Mitteilungen (official information), which gives the positions open for war cripples. All advertisements from employers are accepted free and the paper is distributed to care committees and Government officials all over the country. The Prussian war ministry publishes a similar bulletin, Anstellungsnachrichten (Employment News).

## PUBLIC RELATION: PLACEMENT.

# Attitude of Employer.

One of the most active agencies in placement is the employing class. As has already been mentioned the reemploying of crippled workmen has been made such a patriotic issue and chambers of commerce, city governments and newspapers espouse it so violently that no employer who could possibly make a place for his crippled workmen would dare refuse to do so. Many of the largest firms, such as Krupp and Siemens-Schückert, not only reemploy their former workmen, but retrain them. Krupp guarantees them the full amount of their pension for five years, even though the Government should reduce it on account of increased earning capacity.

The large employers' organizations have also put themselves on record in favor of reemploying cripples. Such are the Nordwestliche Gruppe des Vereins deutscher Eisen und Stahl-Industrieller, the Verein für bergbauliche Interessen, the Gesamtverband deutscher Metallindustrieller, the Verband deutscher Steindrückerei Besitzer, and the Deutsche Arbeitgeberverband für das Baugewerbe Bayerische Industriellerverband. 66

There has recently been formed a national association, the Vereinigung deutscher Arbeitgeberverbände (Union of German Employers' Associations), whose aim is to promote the employment of cripples. This is a federation of 75 different trade associations, employing between them 2,500,000 workmen. This association puts placards in all the hospitals, stating its willingness to employ war cripples and directing them to apply for work to the associations belonging to it.<sup>67</sup> The names of these associations representing principally the metal working trades are listed in the appendix.

<sup>66</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 243.

er Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1915, 1, 151.

The federation states, as its belief, that the reinstatement of crippled workmen is a matter which concerns the employer alone and it does not consult the unions in any of its measures. 68

These are general measures, but there are smaller associations which take much more definite ones. Many trades have employment bureaus of their own where any workman formerly employed in that trade may apply and be reinstated if not with his old employer with another in the same line. Such bureaus are run by the Verband deutscher Diplom-Ingenieure, Deutsche Kraftfahrdank, Offenbacher Lederwarenindustrie, 69 and the very large steel combination, Rhein-Westfalische Industrie and Nordwestliche Gruppe des Vereins deutscher Eisen und Stahl Industrieller. The former of these last two placed to June, 1916, 5.002 war cripples; the latter, to the same date. 2.200.70

The merchants have not taken such a prominent stand as the manufacturers but their representatives have also expressed themselves publicly in favor of reinstating all crippled employees. The problem here is not so much the objection to crippled former employees as to the inrush of new, uneducated employees. Merchants are very definite in warning against this and insisting that war cripples must have a thorough commercial course before they can apply for any sort of clerkship.71 To this end, the Prussian chamber of commerce has directed the commercial schools to work closely with the care committees so that their courses can be made of real use.

#### Attitude of Workmen.

The attitude of the workmen toward the reemployment of cripples has not been cordial. Here again, we may distinguish between the hand workers proper and the industrial workers. The master guilds among the hand workers have held out every encouragement to cripples to set up for themselves as independent master workers. An association has been formed to lend money to returned hand workers and to their wives while they are away, so that the small business may be kept up. There is a committee in Wilmersdorf, Berlin, for the care of returning hand workers and small shopkeepers and there are other such committees in the Rhine Province. The Handwerkskammern in Prussian Saxony and Hanover have agreed to try to find work for crippled hand workers. All this is for the advantage of the hand workers, since their craft is in danger of dying out and they are glad to strengthen it by new recruits and public interest.

<sup>68</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 244. 60 Zeitschrift für Krüppelfürsorge, Leipzig, 1915, ix, 46.

<sup>70</sup> Korrespondens für Kriegswohlfahrtspflege, Berlin, 1917, iii, 33. Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 114. (Reichsausschuss der Kriegsbeschädigtenfürsorge, Sonderschriften. Heft 1.) n Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 595.

They combine their friendly efforts with propaganda for keeping up the standard of the master test.

The unions find themselves in a different position. There are three different types of union in Germany and they will have to be distinguished, since they do not all take the same attitude: (1) The Hirsch Duncker unions are the old conservative organizations composed of skilled workmen. They have no political affiliations and seldom strike. (2) The Christian unions are Catholic organizations in the nature of benevolent societies, who also have very little political interest. They are very systematically organized and maintain advice offices for members all over the country. (3) The socialist unions are of two sorts, the free local unions and the free central unions. These latter are the newest and are more akin to syndicalist organizations (known popularly as the "yellow" unions).

The attitude of the Hirsch Duncker union is friendly, if not over cordial. The Christian unions are active in favor of placement of cripples. Their union advice offices combine help for war cripples with the regular work; they have erected schools for the reeducation of their own men and others: they accord their wounded members full sick pay and they have subscribed largely to all war relief work.72 The federation of Christian unions has established an employment bureau in Berlin for reinstating their own members in industry.73

The socialist unions are the ones which have shown the least sympathy. The situation is such that any open expression of hostility would lay the objector open to charges of lack of patriotism. The socialist unions, therefore, protest their interest in their fellow workmen, but they object to the volunteer organization of the work which, in their opinion, makes it a class matter. Their representatives have demanded in the Reichstag that it be handed over to the Imperial Government, but without result. At a meeting at Cologne. held August, 1916, at which all types of union, except the vellow. were represented, the following resolution was passed:

The workers and employees of Germany take the liveliest interest in sick and crippled soldiers and have always taken part in war cripple welfare work. especially that of the national committee.

The work for war cripples, which will be of the greatest economic importance, especially after the close of the war, must, first of all, have the confidence of its beneficiaries if it is to be effective. This confidence can only be won if the proper conduct of the work is guaranteed by an organization established by law. Since the cripple welfare work is still without such an organization, the representatives of the workmen's and employees' organizations of Germany, assembled in Cologne, August 23 to 25, demand its regulation by national law.44

<sup>72</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 22.

<sup>78</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 351.

<sup>74</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 122. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

A meeting of the workmen's and employees' unions of Brandenburg came to the same conclusions. (Vorwarts, April 12, 1917.)

There is also complaint that the workmen's representatives are not asked to serve on local care committees, or when they are asked that they have no active part in the work. The "vellow unions" have been loudest in these objections, and it is obvious that there is a distinct attitude of hostility between them and the employers in the whole matter. At the meeting of the national committee in Cologne, Herr Münchrath, factory superintendent, stated:

If employers and workmen are to be active in such care committees, they must be inspired by mutual confidence. But confidence between employers and the members of the aggressive type of unions has so far vanished that there can be no further talk of it.75

# Arbitration Boards.

There has been no open discussion of the possibility that wage standards will be reduced by the entry of cripples into industry. The assumption has been that this will not occur and the contrary has not been proved. In this matter, however, the unions have made a very sage move. Instead of protesting about the employment of cripples, they have championed the establishment of Arbeitsgemeinschaften arbitration board in each trade which shall decide on the wages of each cripple on his individual merits.

These boards are to be composed of equal numbers of employers and workmen, sometimes with a neutral president. The unions have been striving to get such arrangement as this for other purposes for a long time. At present, it would seem from their attitude that they consider it the best policy to push the formation of arbitration boards and to strive to make them permanent after the war. It would seem likely that their campaign to be represented on local care committees may be in part a political move toward this end.

The arbitration board idea has been very successful in Berlin. where there are boards in the following industries: Woodworking, breweries, stone masonry, building trades, saddlery and leather work, transporting, coal dealing, express companies, textile work.76 The woodworkers and printers 77 have organized arbitration boards on a national scale. 78 Also the war office has constituted such boards in war industries such as metal work. This is a trade where there was formerly no cooperation at all between employers and employees.

The arbitration board idea has a certain amount of public approval. In a few towns, public contracts are not given to firms which do not abide by their decisions.

<sup>5</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 129. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

<sup>76</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, vii, 289; 1916, ix, 244.

<sup>77</sup> Lübecker Lazarett-Zeitung, 1916, ii, 5.

<sup>78</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 111,

# Attitude of Cripples to Employment.

There are no statistics to show to what extent the ideal of the volunteer workers is realized and the cripple is reabsorbed into the mass of the people. Dr. Biesalski states that from 90 to 95 per cent are thus reabsorbed. The general statement is made by most writers that the difficulty of getting cripples settled in work is lessening very much, owing to the wide publicity employed and the systematic way in which the care committees get hold of the men. Figures from the provincial care committee of the Rhine Province. for June, 1917, give the proportion of cripples who go back to work as follows: "The total number of unemployed cripples dealt with by the 43 local care committees under the provincial committee was 927. Of these, there were: Willing to work, 209; work shy, 92; temporarily unfit to work, 395; permanently unfit, 231."

The report of the Rhine committee further gives the reasons for unemployment: "Nervous disability, 20.5 per cent; tubercular, twothirds per cent; blind, 1.8 per cent; arm amputations, 3 per cent." The majority of unemployed who are willing to work are disabled

in arm or leg.

As to the proportion of cripples going back to their old trade, an indication may be had from the statistics published by the committees of Coblenz and the agricultural advice office at Baden. Of the 454 applicants for work at Coblenz in two months, the percentage going back to their old trade was 89 per cent, although only 42 per cent had so intended. At Baden, out of 204 applicants, 188 went back to their former trade, although only 95 had so intended.

# Machines for Cripples.

A subject which may be taken up under placement is that of the alteration of machines to suit the use of cripples.

This appears not to have been gone into very widely. Some of the schools use an Underwood typewriter with shift key worked with the knee, and these are installed in some business offices which employ cripples. In Strassburg the ticket chopping machines are altered so as to be worked with the foot and permit their use by one-armed ticket choppers. There are descriptions of a bicycle for cripples, and a special drafting board, but it is not stated that these have ever been used.

The field where the most work has been done is that of farm tools. Friederich Maier-Bode, in his book, Der Arm- und Beinbeschädigte in der Landwirtschaft, and the East Prussian care committee, in its publication, Der Kriegsbeschädigte in der Landwirtschaft, give long lists of simple farm tools which can be altered as to length of handle or general shape so as to be used for cripples. The idea of using electric power for some of these simple operations is only beginning to gain place. Since the war has made fuel and kerosene so scarce, the small towns and country districts are beginning to install electricity. The Province of East Prussia is installing power plants in several places from which all the small farms in the district can be supplied. The committee recommends to peasant farmers the use of small electric motors for milking, milk separating, thrashing, beet crushing, lifting heavy weights, etc. It states that on a few very large estates it is possible to use electric plows and harvesters and recommends that cripples try to get employment in connection with these. It also recommends the electric motor to handicraft workers, such as butchers, locksmiths, wheelwrights, etc. 79

In order to avoid exploitation of cripples a proclamation has been issued addressed to them and signed by most of the large workmen's organizations. It directs the cripples, if they find unjust conditions in the labor field, to apply to the signers for redress or placement.

# Accident Insurance.

Another question which comes up in connection with employment is that of accident insurance. The matter of increased number of industrial accidents likely to occur where cripples are employed came up for discussion at the meeting of the Vereinigung für Krüppelfürsorge, Berlin, February, 1915. At this meeting, Herr Witowski, director of the Reichsversicherungsamt (Imperial insurance office), admitted the difficulty, but the remedy he proposed was simply further watchfulness on the part of the accident insurance associations. These associations, as has been mentioned, already have hospitals and reeducation schools of their own and exert themselves to prevent the occurrence of invalidity as far as possible so as to avoid paying the pension required by the insurance law.

The attitude of employers toward war cripples, as has been said, must necessarily be a very liberal one and employers have not pressed this question. In a few cases there have been difficulties. Section 178 of the Reichsversisherungsordnung (imperial insurance law) provides that where a man's working capacity is permanently lessened he may work uninsured if the poor-law authorities are caring for him. Some trades have been enforcing this provision with war cripples, but the Prussian minister of commerce and industry has warned against too wide an application.<sup>80</sup>

The Prussian war ministry has decided that where men are discharged from the army and go to work at a trade where insurance is compulsory, they must be insured under the provisions of the

Der Kriegsbeschädigte in der Landwirtschaft, Königsberg, i, Pr., 1916, pp. 108-114.
 Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 34.

laws.81 This apparently applies to all cases except those just mentioned, which are proved to be permanently injured and under the care of the poor-law authorities.

There has been a good deal of discussion about the status of men still in hospital and, therefore, under military authority who go out to work in factories, whether for pay or not. The Prussian ministry of war has decided that such work must be considered part of their medical treatment and that they do not come under the provisions of the insurance law, but under the Mannschaftsversorgungsgestez (provision for troops).82 and any injury to them must be the responsibility of the war department. In Westphalia, however, the care committee had so much difficulty with employers that it arranged with an insurance company to pay the accident compensation in these Cases.83

# Investigation of Employment for Cripples.

Systematic work is only just beginning in the field of investigation as to possible trades for cripples. The Bochum school for the wounded divides the trades taught into sitting occupations, for men with thigh amputations; half-sitting occupations, for those with amputations just above or below the knee and occupations for the onearmed. The school teaches 12 sitting occupations, 9 half-sitting, 4 for the one-armed, and 20 miscellaneous. Further details are not given. 84

The Deutsche Industrieschutzverband (German Union for the Protection of Industry), Dresden, has made a report of 79 trades compatible with different injuries. The trade operations which are not given in great detail are such general ones as cabinetmaker, locksmith, tailor, etc.85

The most complete piece of work which has been done in this line is the report entitled, Lohnende Beschäftigung für Kriegsbeschädigte aus dem Metallgewerbe (Gainful Ooccupation for War Cripples in the Metal Trades), by Franz Almstedt (publisher, Max Jänecke, Leipzig, 1916). The author has been a teacher in the city continuation school at Hanover and since the war teacher and vocational adviser in the hospital school. He gives a careful description of 92 operations in the metal trades, with an exact statement of their compatibility with injuries from the loss of a finger to loss of both arms or legs.

#### PUBLICITY.

# History.

Public education on the subject of proper treatment of war cripples has been very efficiently managed. There was, at the beginning

<sup>31</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 187-188.

Maria Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 188.

Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 348.

Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 406.

<sup>25</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 326.

of the war, the usual outbreak of misguided charity. The newspapers were loud in their demands for Heldenheime (old soldiers' homes), where all cripples could be maintained in idleness for the rest of their lives. Uninformed volunteer societies sprang up everywhere. But the leaders in orthopedic work immediately took up the definite task of educating public opinion.

Dr. Biesalski, the secretary of the federation for the care of cripples, made a tour of the whole country under the auspices of the Red Cross, speaking in all the important towns before the social workers and officials, and instructing them in the most modern principles of cripple work. The result was that the new committees when first formed were prepared to conduct their work in the most intelligent way, and that there was very little volunteering and subscription of money for undesirable forms of charity.

This tendency was diverted very early to an interest in reeducation schools.

# Publications.

There are several regular publications which keep the social workers informed of the progress and plans of cripple work. Zeitschrift für Krüppelfürsorge, the official magazine of the Vereinigung für Krüppelfürsorge, has devoted its pages almost entirely since the war to reports on the work for war cripples. There are besides this the regular magazine of the Reichsausschutz and its special reports and pamphlets, the magazine of the Brandenburg care committee, Vom Krieg zur Friedensarbeit (From War to Industry) and the reports on general war work in the Korrespondenz für Kriegswohlfahrtspflege (Correspondence on War Welfare Work). These serve for the technical information of the workers, but the various societies have also been at great pains to issue publications for the thorough information of the public. The Vereinigung für Krüppelfürsorge has published three illustrated pamphlets by its secretary. Dr. Biesalski, intended to convince both the cripples and the general public of the truth of his maxim, "There is no such thing as being crippled." The books are full of illustrations and examples of the fact that cripples can and do return to industrial life. They are Kriegskrüppelfürsorge, Ein Aufklarungswort zum Troste und zur Mahnung (Work for War Cripples, a Word of Comfort and Warning). Die Ethische und wirtschaftliche Bedetung der Kriegskrijppelfürsorge und ihre Organisation in zusammenhang mit der gesamte Kriegshilfe (The Ethical and Economic Significance of the Work for War Cripples and its Organization in Connection with General War Work), Die Fürsorge für unsere heimkehrenden Krieger, insbesondere die Kriegskrüppel (The Work for Our Homecoming Soldiers, Especially the War Cripples). All three are published by Lepold Voss, Leipzig, 1915.

There are also several pamphlets published in the interests of agriculture proving the ease and profit with which cripples may return to the land. Such are Agriculture for Men with Arm and Leg Injuries, by Frederic Maier-Bode, vocational adviser at Nüremberg-Schafhof, and The War Cripple in Agriculture, published by the East Prussian Care Committee.<sup>86</sup>

These books are all as much to provide arguments and material for the care committees as for the cripples themselves. One particularly popular appeal aimed directly at the cripple is the pamphlet by Dr. Würtz, of the Oscar-Helene Heim, called Der Wille Siegt (Will Conquers). This is meant for distribution in all the hospitals. It is a collection of the histories of successful cripples from Tamburlaine and Frederic of Homburg down to the veterans of the present war. Rehabilitated cripples suffering from all types of injuries tell their own stories and urge their comrades to similar courage. Its purpose is frankly to provide the stimulus of patriotism, pride, and ambition which will overcome hospital lethargy and pension psychosis. The conclusion may serve as an example of the high dramatic key in which it is couched:

#### A ROUSING CALL TO WAR CRIPPLES.

You war cripples! Receive these stories and these living examples of the conquering power of the will as good friends into your souls! When trouble and faintheartedness paint sinister pictures before you, do not believe the terrible specters. Look upward, toward the victories which courageous war cripples have won. Listen to the message contained in these battles of crippled men. Life is earnest and you have learned how hard it can be for each one of us. But do not let your working power grow rusty. Be good warriors, even on the battlefield of industry. Think not of what you have lost, look not behind you, but stride forward, certain of victory. If you believe in yourselves, you are planting many a victorious banner for the future. Let all that you learn become a weapon in your proud fight for independence from the help of others. Be patient as you practice your new knowledge. You have still, as you have ever had, the joy which lies in every piece of work. With every tiny success you are building up the strength of the fatherland. The German people needs you as much as it needs the unwounded,

Dare to will! Will conquers! \*\*

There are other publications of this same nature meant to influence the war cripple while he is in hospital and prepare his mind for the future. One such is the Lübecker Lazarett Zeitung (Lübeck Hospital Journal), published by the Lübeck Care Committee and distributed free to all cripples in the city. Among short bits of news about trades and pensions it has inspiring verses and talks on the joy of suffering for the fatherland, and each month an article on the German nature, featuring such qualities as industry, courage, patience, and patriotism.

Der Arm und Beinbeschädigte in der Landwirtschaft, Leipzig. 1917. Der Kriegsbeschädigte in der Landwirtschaft, Königsberg i. Pr., 1917.
E7 Würtz, Hans. Der Wille Siegt, Berlin, 1916.

## Exhibitions

Exhibitions on the subject of cripple care have been held in all parts of the Empire. A large exhibition on the care of the sick and wounded in war was arranged in December, 1914, stayed a month in the Reichstags Building in Berlin, and then traveled to Vienna and Budapest and to all the large cities of Germany. In this exhibition a section arranged by the Vereinigung für Krijppelfürsorge exhibited all the phases of reeducation, model workshops, photographs of cripples at work, and samples of the product. The newspapers reported this exhibition as being crowded during the whole course of its progress. The Vereinigung für Krüppelfürsorge plans to establish a permanent museum for cripple welfare work which shall be concerned with the care of industrial as well as war cripples. 88 Smaller exhibitions have been arranged by the care committees in different localities with samples of the work done there, i. e., at Altona, Charlottenburg, Stuttgart, Düsseldorf, Leipzig, Potsdam, Cologne, and Munich.

The workers in the cripple field are urging that more use be made. even than has yet been made, of slides and moving pictures illustrating the possibilities of work for cripples. These are in use for the lectures given as entertainment at the larger reeducation schools and it is urged that more of them be shown before the general public, so that the wives and dependents of cripples will realize the possibilities for them.

Through these publications the host of volunteer workers in Germany is kept continually informed as to the measures for returning cripples to civil life and is also reminded that one of the first duties of the worker himself is publicity in the instruction of the cripple and his dependents as to the possibility of his returning to industry.

#### PENSIONS.

The source of the pension provisions for noncommissioned officers and privates is the Mannschaftsversorgungsgesetz (law of provision for troops), passed May 31, 1916. According to this, a pension is granted if a man's working capacity is reduced in any measurable degree, i. e., 10 per cent or more. Injuries which amount to less than 10 per cent are not considered; for injuries which impair the working capacity from 10 per cent to 100 per cent the pension is correspondingly increased. Pensions are graded according to military rank. The full pension for complete disablement is, per year:

Private	540	marks.
Corporal	600	marks.
Sergeant	720	marks.
Sergeant major	900	marks.

<sup>88</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, Monatsblatt, 25-27.

If the degree of disablement is lessened, pensions can be accordingly diminished. When the degree of disablement reaches less than 10 per cent pensions can be entirely withdrawn.<sup>89</sup>

To the pension proper, there are various additions:

- 1. Kriegszulage (war allowance), 15 marks a month. This is paid wherever the pension is paid. If the pension is diminished, the war allowance remains the same. If the pension is withdrawn on account of regained working capacity, the war allowance is withdrawn.<sup>90</sup>
- 2. Verstümmelungszulage (mutilation allowance), 27 marks per month. This is paid in case of serious mutilation, such as the loss of an arm, a leg, an eye, etc., or in case these members are rendered useless, as by paralysis. For double mutilation, such as the loss of both legs, total blindness, etc., there is double allowance. The mutilation allowance can not be withdrawn so long as mutilation exists, even though working capacity be completely regained (e. g., through the use of prostheses). It can only be withdrawn if mutilation no longer exists, e. g., if the use of a paralyzed limb is regained.<sup>91</sup>
- 3. Alterszulage (old age allowance). Paid to men over 55 years old whose yearly income does not reach 600 marks. The amount paid is the difference between the man's actual income and 600 marks.<sup>92</sup>
- 4. Zusatzrente (supplementary allowance). This is a later provision not included in the Mannschaftsversorgungsgesetz; it is paid from a special fund recently set apart by the Imperial Government for this purpose. According to a report made by the intelligence department of the English local government board, the German Government has promised to revise the pension system so as to take into consideration a man's former earnings and not merely his military rank. This can not be done until after the war, when more funds will be available and the supplementary allowance is granted as a temporary measure. The conditions under which it is granted were explained by the Prussian war ministry, in a decree of June 15, 1917, as follows:

The allowance is granted to those who had a definite income from work before the war and who have lost it as a result of war injuries, or who had such an income in prospect and have lost it in this way. The impairment to working capacity must be 33½ per cent or more, and the applicant must show that he has made all possible efforts to get work which will make him self-supporting, and that the local care committee has also been unable to place him. The

<sup>89</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 29. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)
Zeitschrift für Krüppelfürsorge, Leipzig, 1915, ix, 58.

Werhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 29. (Reichsausschuss der Kriegsbeschüdigtenfürsorge. Sonderschriften. Heft 1.)

Nerhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 29. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.) Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 58.

<sup>&</sup>lt;sup>92</sup> Verhandlungsbericht über die Tagung für Kriegsbeschädigtenfürsorge in Köln, Berlin, 1917, p. 29. (Reichsausschuss der Kriegsbeschädigtenfürsorge. Sonderschriften. Heft 1.)

applicant's total income must be less than 5,000 marks per year, and must be diminished by at least one-fourth as a result of his injuries. In reckoning income, all pension allowances, except mutilation allowance, are counted. The supplementary allowance is granted for only six months at a time and is not renewed if conditions improve and put the man outside its provisions. The allowance is graded according to conditions. It may reach 40 to 45 marks a month.<sup>60</sup>

The authority for the granting and readjustment of pensions is the ministry of war, which can delegate its authority to specially appointed boards. The amount of impairment of working capacity is determined by a military board appointed for this purpose. Its decisions may be appealed from to a higher board and finally to the war office itself. This board meets once a year to consider changes and withdrawals of pensions. No change is made except after regular proceedings where impairment or regaining of working capacity must be proved.

There is great dissatisfaction with the whole pension system, which even the late concession of the supplementary allowance has not remedied. An investigation conducted in the Rhine Province by cripples themselves revealed, according to Vorwärts, great misery and injustice. Pensions were proved in every case to be decidedly too small. (Vorwärts, Sept. 24, 1917.). The director of the bureau for information and vocational advice maintained by war cripples in Berlin makes the same statement. This bureau has complained to the ministry of war particularly about the way in which the mutilation allowance is determined. (Vorwärts, Oct. 26, 1917.) It has been decided to address to the Reichstag a petition signed by as many cripples as possible and asking an increase in pensions. (Vorwärts, Sept. 24, 1917.)

The newspaper Volkswille, Hanover, October 24, 1917, states that the number of cripples discharged without pension is so enormous that there is absolute need of some authority to settle disputes between the war department and the pension claimants. Vorwärts, October 30, 1917, states that there are many thousand pensioned cripples in bitter need. These statements are not easily reconciled with those made by the social workers to the effect that 90 per cent of war cripples are able to return to industrial life. There is evidently a considerable difference of attitude between the volunteer worker class and the socialist element which these papers represent.

The matter of pension revision has come up for discussion before the Hauptausschuz (head committee) of the Reichstag. It was stated at this discussion that the administration of pensions is much too bureaucratic and that it is absolutely imperative that the condition of veterans shall be improved. (Frankfurter Zeitung, Oct. 2,

<sup>88</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, ii, 156.

1917.) It was resolved that the chancellor shall bring before the Reichstag a proposal for changes in the Mannschaftsversorgungsgesetz as soon as possible, at the latest by the beginning of the year 1918. No report of such a proposal has been received.

The principal changes desired are, as has been intimated, the adjudication of pensions on grounds of a man's age, occupation, and family circumstances instead of military rank, and the granting of permanent pensions irrespective of changed earning capacity. A suggestion made by Dr. Siegfried Kraus, of Frankfurt, is that pensions should not be fixed until a definite time after discharge when a man has had a chance to try out his earning capacity and that, once fixed, they should be inalterable.

The capital settlement law is also criticized on grounds of its discrimination against age. As it now stands, the boy of 18 has the best chance at a farm, while it is the man of 40, who would be best able to conduct a farm, who has sacrificed most in war, and who has the least chance of finding other employment.

# Social Insurance for War Cripples.

War cripples, under certain conditions, have a right to payments under the social insurance laws in addition to their pension payments. The social insurance organization has been briefly sketched under hospital facilities. According to the Reichsversicherungsordnung (imperial insurance law) of June 19, 1911, there are three kinds of social insurance—sickness, accident, and invalidity (including old age.) The law stipulates that accident insurance is paid only in case of injuries occurring while the claimant was at work in one of the insured industries. Accident insurance, therefore, does not come into question for crippled soldiers, but sickness and invalidity do.

## Sick Benefits.

The costs of medical care and sick payments for the first 26 weeks of illness are borne by Krankenkassen (sick benefit societies) authorized by the State. To these the workmen contribute two-thirds and the employers one-third. It is not stipulated that the illness shall be caused by work; therefore, men wounded in war, if still members of sick benefit societies, would have a right to these payments. Since the war department takes charge of all medical treatment for such men, their rights would be limited to the sick payments. Membership in these sick benefit societies is compulsory for workmen engaged in most of the ordinary trades. It is usually allowed to lapse when the man is called to military service, unless his family or some charitable society makes the payments for him. However, men

injured in war have a right to the payments, if illness set in within three weeks of their leaving the sick benefit society, or if they became voluntary members of the society beginning within three weeks of leaving the compulsory insured trade.<sup>94</sup>

#### Invalid Insurance.

Medical treatment and pension, in case of invalidity and old age, are paid one-half by employers and one-half by employees. A man is entitled to them if he has made 200 weekly payments. He must accept whatever medical treatment is offered, whether at home or in a sanitarium, and must consent to reeducation, prostheses, etc., or he loses his rights to a pension. A war cripple who has made the 200 weekly payments is, therefore, entitled to the invalidity pension in addition to his pension from the war department. As a rule, medical treatment does not come in question because it is attended to by the war department, but, in case of a relapse after discharge or of further expensive treatment, the sanatoria of the insurance societies are very useful.

Even this double possibility does not relieve the poverty among pensioned cripples. At a session of the Hauptausschuz of the Reichstag, October, 1917, it was resolved that all invalidity pensions should be increased 50 per cent during the years 1917 and 1918. The weekly premiums were also to be increased 50 per cent. Frankfurter Zeitung, Oct. 2, 1917.)

# Capital Settlement Law.

The only important change in the pension laws resulting from the present war, was the Kapitalabfindungsgesets (capital settlement law), of June 3, 1916. This law was the result of the combined demand for greater generosity in pensions and for some means of keeping the agricultural population on the land. It provides for commutation of part of the pension into capital payment under certain conditions. The provisions are briefly as follows:

(a) Purpose for which settlement may be used.—Purchase or improvement of real estate property, or building of dwelling houses. This is interpreted to include purchase of farms, market gardens, suburban dwellings, city dwellings, improvement of houses by addition of workshops or stores, purchase of city workingmen's tenements by a number of veterans together. (The only thing definitely excluded is the purchase of building of factories.) The law is intended to benefit practically all the members of the working class. A large number will be induced to buy farms and gardens or to add to those they already own; handworkers and small shopkeepers can have their own houses in the suburbs or small towns, and even city factory workers can combine for improved city dwellings such as already exist in Berlin.\*\*

<sup>™</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 169.

Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix. 171.

<sup>™</sup> Vom Krieg zur Friedensarbeit, Berlin, 1917, ili, 24.

- (b) Persons eligible.—Veterans and widows of veterans between the ages of 21 and 55, who have a right to war payments under the provisions of the law of provision for troops and of the law providing for the widows and orphans of soldiers. Payments which may be commuted, Kriegszulage (war allowance), 15 marks per month, and Verstümmelungszulage (mutilation allowance), 27 marks per month. For widows, half of total allowance. Those not crippled are, of course, entitled only to war allowance.
- (c) The pension proper may not be commuted, but remains as a steady income, although it may be reduced or withdrawn with increased earning capacity. The capital payment is supposed to represent the total amount which would accrue to any veteran from payment for life of the two allowances in question. His probable length of life is calculated on the basis of the experience of the imperial insurance office. As a result of this, a man 21 years old receives 18½ times the yearly total of the allowances due him; a man of 30, 16 times; of 40, 13¾ times; at 55, 8¼ times, etc. The result is that a man of 21 who was entitled to both war and mutilation allowances would receive 9,324 marks; a man of 30, with the two allowances, 8,190 marks; one of 40, 6,930, etc. With double mutilation, these would be correspondingly increased.
- (d) Conditions safeguarding settlement.—Each individual applicant must prove his ability to manage the enterprise for which he proposes to use the money and its practicability. If he purchases land, he must do it through one of the real estate associations authorized by the Government. If the applicant is proved later to be unable to manage his enterprise, the total payment must be refunded and he receives his monthly allowances instead. Sometimes the Government takes a mortgage on his property to insure this.
- (e) Managing authority.—No veteran has an absolute right to capital payment. Each application is decided on its merits by a board appointed by the ministry of war, before which the proper proofs must be brought.

#### General Conclusions.

Social workers are extremely hopeful about the results of this law, which was passed after much discussion. Its need was greatly felt, but the difficulties were the calculation of a lump sum for men of different ages (dealt with by provisions under (c)) and safeguarding against the total loss of the payment through inefficiency of the recipient (dealt with by provision under (c), (d), and (e)). The chief difficulty now will be in slowness and formality of administration, since the military boards are notorious for these qualities in the matter of deciding pensions.

Great activity has been stimulated among real estate associations. There existed before the war a great many land development associations of a semicharitable character and, since the passage of the law, many others have been formed with the definite object of assisting veterans under its provisions. Many of the States and Provinces, particularly the agricultural ones like Silesia, have formed semiofficial associations. There are now 30 or more authorized associations listed in the appendix.

#### ATTITUDE OF CRIPPLES.

One of the most important things to be noted in connection with the reeducation of the war cripple is the attitude of the men themselves. The nature of the patriotic appeal made to them and their own published testimony leads one to believe that there is great unanimity and docility among them. The whole spirit of the country would appear to be at such a high patriotic tension that a measure like reeducation which is urged on patriotic grounds can be certain of support from every individual.

Since, however, most of the cripples to be reeducated come from the working classes, which are the least in accord with the general spirit, there is evident among them a certain amount of unrest and dissent. Pastor Ulbrich, an experienced worker and head of one of the oldest cripples' homes, stands out against the claim that the injured man will go back to work as though nothing had happened. He feels that the idea of recompense for what they have gone through is becoming firmily rooted in the returned cripples, fostered by popular sympathy, and that after the war the country must beware of a Heldenpartei (hero party), composed of returned soldiers, who will insist on concessions from the Government.

Slight indications of something of the sort are already evident. In June, 1916, there was founded at Hamburg the Bund Deutscher Kriegsbeschädigten (German War Cripples' Union). Its object was announced to be merely mutual assistance and fellowship. Other smaller organizations sprang up in different parts of the country and the papers began to accuse them of socialist sympathies. It was these unions which conducted an investigation in the Rhine Province to prove the inadequacy of pensions and which maintain an office in Berlin from which a petition for higher pensions was circulated.

The interests of these unions have been growing more and more political. In November, 1917, the Berlin union came to an open breach with the Pan-German party over the matter of a negotiated peace. The Pan-German party, in its propaganda for peace by conquest only, had been citing the sufferings of the war cripples and urging the country to fight to the end in order to avenge them and to carry on their work. The Berlin Verband der Kriegsbeschädigten und ehemahlige Kriegsteilnehmer (Union of War Cripples and War Veterans) called a meeting to protest against this action of the Pan-German party.

"The speaker," says Vorwärts, "stood emphatically against the attempt of the Pan-Germans to entrap the veterans and war cripples by promising them a share of the booty. Instead of that, he demanded that the social program of the union of war cripples be adopted and that all veterans should have full voting privileges."

At the close of the meeting, the following resolution was adopted:

We, over a thousand war cripples and veterans, in meeting assembled, men who have risked in support of Germany our health and our lives, deny to mem-

v Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 238-239.

bers of the German "Fatherland Party" the right to arrogate to themselves a special measure of love for our country. We protest against their quoting the veterans in support of their aims of conquest. We demand an early negotiated peace as soon as this may be done without injury to the nation. We demand that all class privileges be laid aside. We demand special provision for those who have sacrificed themselves at the front. (Berlin, Vorwärts, Nov. 12, 1917.)

# PRINCIPLES OF VOCATIONAL ADVICE AND RE-EDUCATION.95

#### VOCATIONAL ADVICE.

#### I. GENERAL PRINCIPLES.

- 1. Vocational advice is the duty of civilian agencies for care of war cripples.
- 2. These agencies should undertake vocational advice for each cripple as a regular part of their duties, whether requested or not.
- 3. Vocational advice must begin as early as possible. If it has to be delayed until a man is discharged from hospital or from the army, its usefulness is much diminished.

#### II. PREPARATORY MEASURES.

- 4. The hospital staff can assist by preparing the patient's mind.
- 5. Vocational advice is best undertaken in a man's home district. Men should be transferred as soon as possible to the hospital of their home district and the local care committee should take up the matter of advice.
- 6. Within the territory covered by any care committee there should be a central office for vocational advice.
- 7. Trade and agricultural schools for cripples should be organized in every district and the bureau for vocational advice should work in close cooperation with these.

#### III. ORGANIZATION OF BUREAUS FOR VOCATIONAL ADVICE.

- 8. The bureau should cover not one trade, but the whole field.
- 9. It should have an experienced director with wide industrial knowledge.
- 10. Experts in different trades should be called in for all special cases.
- 11. Cripples should be directed immediately to the local care committee, but should be advised as to work by the vocational adviser.
- 12. Vocational advice must always be considered in its relation to the whole cripple problem, even in consultation with specialists.
- 13. In large districts the committee may appoint individual men as representatives in different parts of the district.

#### IV. AIM OF VOCATIONAL ADVICE,

- 14. Every cripple must be put back, if possible in his old position, and, if this is not possible, in his old trade.
- 15. If a cripple's physical condition is such that he can not follow his old trade, he must be placed n some more specialized department of that trade or educated for such a department.

<sup>&</sup>lt;sup>08</sup> Summary of pamphlet No. 2, issued by the Reichsausschuss der Kreigsbeschädigtenfürsorge, Berlin, 1917.

- 16. If the cripple can not follow his old trade or an allied one—
  - a. A new trade should be found in which labor conditions are good or for which the man is specially fitted, or
  - b. A trade in which a normal man would not require all his strength or which a cripple can master with the aid of special apparatus.
- 17. In advising as to a trade, the effects it will have on the man's health must be considered.
  - 18. Temporary and unskilled occupations are to be avoided.
  - 19. The tendency toward civil-service positions is to be opposed, because
    - a. The State, the municipalities, and the public-service corporations must keep open the places of their former employees and, like the industries, can not overload their free places with cripples.
    - b. Workmen and clerks accustomed to active competition in wages will not long be content with a position in which a rise in wages is impossible.
- 20. The hospitals and other agencies must be prevented from educating war cripples from other trades for commercial pursuits.
- 21. War cripples from agricultural occupations or handicraft workers of country birth must be encouraged to return to their old residence and discouraged from settling in the cities.

#### V. VOCATIONAL ADVICE A CONTINUOUS FUNCTION.

- 22. Vocational advice should not be confined to a single act. The adviser, through continued friendly intercourse with the cripple, must win his confidence and learn to know him on the human side as well as on the economic side, must take all the factors of the situation into consideration and only then give his advice.
- 23. The war cripples must be encouraged, but their hopes must not be extravagantly raised.
- 24. Fears and prejudices by which the cripple is hindered must be investigated and destroyed.
- 25. Vocational advice is advice, not command. It is, therefore, necessary to consider the cripple's tastes and desires; he should feel that it is he who is responsible for the handling of his own situation.
- 26. The adviser must enter into friendly relations with the cripple's dependents or other connections.
- 27. Vocational advice and the measures consequent upon it must be so planned that, whenever possible, the cripple's entrance into a position follows immediately on his discharge or indefinite leave of absence from the army.
- 28. Wherever vocational advice and placement are not under the same management, the adviser must stand in close relation to the placement agency.
- 29. The scope of vocational advice must extend beyond the war and beyond the immediate activities of the care committees. Plans must be made so that cripples who need advice again later on may find it to hand.
- 30. With special types of injury and with special trades there must be special facilities for vocational advice. In any case, the work must not be done according to formula, but must be adapted in each case to individual needs.

# APPLICATION BLANK FOR WAR CRIPPLES USED BY LOCAL CARE COMMITTEES OF FREIBURG IN BADEN.

- 1. Injury and prognosis.
- 2. Economic prospects of patient.

- 3. How long probably in hospital.
- 4. Bed-ridden or not.

(This blank is filled out immediately by the doctor and handed to local care committee which gets other facts later.)

APPLICATION BLANK FOR WAR CRIPPLES USED BY LOCAL CARE COMMITTEE OF HESSE, HESSE-NASSAU, AND WALDECK.

PlaceDate
Office to which application is made
Name (first and surnames)
BornDatePlace
County
Single, married, widower
Of what State a citizen
Place of present residence
Home address
Number of invalid card
Last employment
Name of employer
Address of employer
Length of time employed
Former employment (addresses of employers and length of time employed)
Made Jeanned
Trade learnedCertificate from reeducation school or from former employers
Certificate from recutation school of from former employers.
Special training or experience
Special preferences
Diagnosis
Treatment begun or in prospect
Probable duration of treatment
DECISION.
Patient is unfitted for following occupations
Patient is specially fitted for following occupations
*
Will patient need special investigation, care or treatment (e. g. prostheses) and
how soon will this be completed?
Doctor's remarks
Remarks on convalescent care due under military provisions
Remarks on convalescent care due under provisions of insurance law
Remarks on placement
Remarks on placement

#### GUIDING PRINCIPLES FOR LOCAL CARE COMMITTEE.

#### 1. Persons to be cared for

Includes all men connected or formerly connected with German fighting forces who have suffered, because of the war, any physical or mental injury which interferes with earning canacity.

#### 2. Purpose of care committee:

To increase the ability and opportunity of the war cripple for gainful occupation. Means used may include general information, vocational advice, vocational training, placement, temporary or supplementary medical treatment, help in settlement on land and, if necessary, to establishing man at work, also financial aid for him and his family. In any other case, such aid is to be asked from public poor funds or charity.

#### 3. Responsibility of care committees:

That committee is responsible for a cripple in whose district he resided before his call to arms; it remains responsible until he is definitely established in some other district.

#### TRAINING RELATED WITH HOSPITAL WORK.

- A. Special courses for cripples in city schools, drawing on group of hospitals.
- B. Hospitals outfitted with workshops.
- C. Hospitals sending men out for instruction, but to regular schools without special courses.
- D. Hospitals with rudimentary shop outfit.

#### Alsace-Lorraine:

- A. Strassburg.
- B. Saarbrüken.

#### Baden:

- A. Freiburg. Heidelberg.
  - Konstanz.
- B. Mannheim.
- C. Pforzheim.

Karlsruhe.

Baden-Baden.

#### Bremen:

A. Bremen.

#### Bavaria:

A. Munich.

Augsburg.

B. Munich.

Nürenberg.

Würzburg.

D. Passau.

#### Brandenburg:

A. Charlottenburg.

Berlin.

B. Berlin (3).

Görden.

#### Brunswick:

B. Brunswick.

#### East Prussia:

B. Allenstein.

Hindenburghaus.

#### West Prussia:

B. Danzig.

Hesse (Grossherzogtum):

A. Offenbach.

#### Hesse-Nassau:

A. Frankfurt.

#### Hamburg:

B. Hamburg.

#### Hanover:

B. Hanover.

## Rheinland:

A. Düsseldorf.

Cologne.

C. Cologne-Deutz.

# Saxony (Kingdom):

A. Leipzig.

Dresden.

C. Zwickau.

D. Dresden.

#### Province Saxony:

A. Halle.

Schleswig-Holstein:

D. Altona.

Flensburg.

Laid down by the Reichsausschuss der Kreigsbeschädigtenfüsorge (Imperial Committee on Work for War Cripples.)

2.2.1	Dicorda,		
D. Glatz.		Dortmund.	
	Neisse.	B. Bielefeld.	
	Görlitz.	Württemberg:	
	Landshut.	A. Stuttgart.	
	Schweidnitz.	Heilbronn.	
	Liegnitz.	Mecklenburg:	
	Gleiwitz.	D. Reserve-lazarett.	
Totals:			
	Λ		
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		ounced readiness to take war crip-	
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pres sur	are not reported as doing so.	and the past case gave with man with man deep grow many many over many obtain falls gave been many grow many many many over two	
Grar	nd total		
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Westphalia:

A Bochum.

#### REEDUCATION SCHOOLS MENTIONED IN GERMAN REPORTS.

#### Alsace .

Silesia:

A Dwoolow

Strassburg.—Courses for cripples in six different city schools under care committee.

Saarbrücken.-Instruction in hospitals under care committee.

#### Baden:

Freiburg.—All hospitals in city in agreement with city schools where workshops and instruction are provided for inmates. Instruction under direction local care committee.

Mannheim.—Hospital school of orthopedic neurological hospital with eight workshops mainly for occupational therapy. Instruction directed by local care committee.

Konstanz.—"Technikum," a private technical school with city subsidy, conducts cripple school using its own workshops.

Heidelberg,—Locksmiths' and carpenters' workshops in city thrown open for use of cripples.

Baden-Baden.—Instruction in city trade schools for hospital inmates under care committee.

Karlsruhe.--Under care committee.

Pforzheim.-Under care committee.

Ettlingen.—Trade school run by Baden State care committee using workshops of reserve hospital.

#### Bavaria:

All work under State Government instead of care committee:

Munich.—Reserve hospital Marfeld, instruction in hospital, 25 workshops, 500 beds. Theoretic instruction at city schools.

Munich.—School instruction in building trades for inmates of all hospitals at royal school of building, followed by master test. Cripples, if discharged from army, receive subsidy for maintenance from State Government.

Nürnberg.—Reserve hospital with workshops for 15 trades, theoretic instruction at city schools.

#### Bayaria-Continued.

Augsburg.—Hospital with courses in city trade schools.

Würzburg.—Courses arranged for cripples by the Unterfränkische Ausschuss des baverischen Landeshilfvereins and held at district deaf and dumb institution.

Würzburg.-König Ludwig Haus. Home for crippled children now a Vereinslazarett treating and instructing crippled soldiers. Shops and school in building.

Passau,-Small school for crippled soldiers. Few trades.

Ludwigshafen.—Instruction in city schools for crippled soldiers in metal and chemical work.

#### Brunswick:

Brunswick.-Hospital school with 11 shops. Hospital under military authority, instruction under local care committee carried on in hospital shops and in city schools.

#### Grand Duchy of Hesse:

Offenbach.—City technical school gives instruction for surrounding hospitals which accommodate 1.600. Two hundred and forty severely crippled lodged in technical school itself. Work under care committee.

#### Mecklenburg-Schwerin:

Schwerin-Reservelazarett, basket-weaving and farming as occupational therapy under military discipline.

#### Hamburg:

Hamburg-Mariallagarett. Military reserve hospital; has workshops donated by care committee.

#### Prussia (Province Brandenburg):

Berlin-Brackenlazarett auf dem Tempelhofer Felde, workships in hospital.

Berlin-Zehlendorf-Oscar Helene Heim. Home for crippled children, now a vereinslazarett treating and instructing war cripples.

Berlin—City trade schools give instruction to inmates of all hospitals. Work directed by city.

Berlin-Kriegsbekleidigungsamt des Gardekorps, Clothing factory of Gardekorps gives instruction to discharged war cripples in shoemaking, tailoring and saddlery.

Berlin-Kaiser Wilhelm Haus. Instruction for war cripples in munition work under orthopedic supervision. Private donor, military discipline,

Berlin-Frieda Hempel Heim. Small houses and gardens at cheap rent for war cripples, with instruction in gardening and handicraft.

Charlottenburg—Municipal trade schools give courses either at schools or hospitals. Direction, care committee.

Charlottenburg-Test station for artificial limbs with small workshop where 10 cripples can be employed at once. Only expert mechanics taken. Direction, Society of Engineers.

Nowawes-Oberlinhaus. Cripple home now acting as vereinslazarett and taking war cripples. School and workshops on premises.

Görden-Military reserve hospital with special orthopedic department. Twenty-five workships, 800 men. Direction, military authorities.

Neuköln-Hospital school.

#### Prussia (Province East Prussia):

Augeburg—Bethesda, cripple home with eight shops and farming facilities now acting as vereinslazarett and taking war cripples for treatment and instruction.

#### Prussia (Province East Prussia)—Continued.

Hindenburghaus—Cripple home with 120 beds and 5 workshops now reserve hospital taking war cripples. Direction, military authorities.

Allenstein—Military reserve hospital taking war cripples for treatment and instruction. Direction, military authorities.

Königsberg—Courses for cripples in all city schools. Direction, local care committee

#### Prussia (Province Hanover):

Hanover—Annastift and Wilhelm-Augusta-Viktoriastift. Regular cripple homes with shops and school now acting as vereinslazarett and taking war cripples.

#### Prussia (Province Hesse-Nassau)

Fulda—Herz-Jesu-Heim. Cripple home with 9 workshops acting as vereinslazarett and taking war cripples.

Frankfurt am Main. Friederichsheim—Cripple home now used as reserve hospital and entirely given over to war cripples. Four shops.

Frankfurt am Main—City technical schools give courses for cripples, either in schools or hospitals. Direction, care committee.

Kassel—Local care committee manages instruction, partly in hospitals and partly in city schools.

Frankfurt—Institut für Gemeinwohl, hospital turned over to military authorities by local care committee. Instruction in city schools; direction, care committee.

#### Prussia (Province Rhenish Prussia):

Cologne.—Courses in city schools for inmates of all hospitals. Direction, care committee.

Cologne.—Stiftung Dr. Dormagen. Cripple home acting as Vereinslazarett and taking war cripples.

Cologne-Deutz.—Festungslazarett under military discipline, maintains cripples during convalescence while they go out to work in the city. Direction, military authorities.

Düsseldorf.—Large school for wounded in school buildings, specially donated by city, taking cripples from 50 hospitals. Direction, care committee.

Coblenz.—Orthopedic hospital school in Barmherziger Brüder hospital.

Shops for occupational therapy. Direction, military authorities.

#### Prussia (Province Saxony):

Halle.—Instruction in city school for handicraft. Direction, care committee. Prussia (Province Schleswig-Holstein):

Stellingen-Altona.—Cripple home with 12 workshops acting as Vereinslazarett and taking war cripples.

Flensburg.—School for cripples, not described.

#### Prussia (Province Silesia):

Breslau.—Pestalozzi school, 14 workshops and 26 business courses. Gives instruction for cripples from all surrounding hospitals; direction, care committee.

Glatz.-Hospital school,

Neisse.—Hospital school.

Gölitz,-Hospital school.

Landshut.-Hospital school.

Schweidnitz.-Hospital school.

Liegnitz.-Hospital school.

Gleiwitz .- Hospital school.

#### Prussia (Province Westphalia):

Bochum.—Three hospitals with shops built specially for war cripples by local committee. Seven hundred and twenty patients. Instruction at hospital workshops, factories in the town, and trade schools. Direction, care committee

Bigge.—Josephs-Krüppelheim. Cripple home with school and shops acting as Vereinslazarett and taking war cripples.

Dortmund.—Courses in city schools for inmates all hospitals. Direction, care committee

Bielefeld.—Bodelschwinghsche Anstalt. Cripple home with 24 workshops now acting as Vereinslazarett.

#### Prussia (Province West Prussia):

Danzig.-Kaiser-Wilhelm-Haus für Kriegsbeschädigte. Reserve hospital with shops and school. Direction, military authorities.

Hakelwerk.—Hospital with shops and school.

Dresden.—Courses for inmates of all hospitals in city business school, royal school of handicraft, royal school of building, technical high school. Direction, care committee.

Dresden.—Krüppelhilfe, home for crippled children, without shops. Mentioned as taking war cripples.

Leipzig.—Courses in city school for manual training. Direction, care committee.

Leipzig.—"Technikun" for printers gives special courses for war cripples. Direction, care committee.

Zwickau.—Courses in city schools for war cripples. Direction, care committee.

Rosswein.—School for locksmiths gives special courses for cripples. Direction, care committee.

#### AGRICULTURAL SCHOOLS.

#### Baden (2):

Villingen.—Course, theoretical and practical, 54 men. Instruction and maintenance free to needy ones, to others only instruction. 100

#### Bavaria (4):

Instruction for farmers and gardeners at Landsberg am Lech, Weihenstephan, Weitschochheim, Neustadt.101

Plankstetten 102—Thirty leg amputations, 15 arm

Berlin-Dahlem farm for 200 pupils run by city at Struveshof Görden, reserve hospital. All farming authorities and officials interested. Large farm, 10 pupils.

#### West Prussia (1):

Grosstarpen, near Graudenz-Farm gives instruction to men under treatment at Graudenz military hospital.

#### East Prussia:

Hindenburghaus-Courses in beekeeping and gardening; military dis-

Allenstein-Farm school at Kortau under military discipline.

#### Hesse (1):

Offenbach—Gardens of city hospital and poorhouse used for instruction.

<sup>200</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 380.

<sup>101</sup> Zeitchrift für Krüppelfürsorge, Leipzig, 1916, ix, 173.

<sup>102</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, ix, 324.

#### Hanover (1):

Schullazarett, Schwanenburg, under military authority.

#### Posen (2):

Gärtnerlehranstalt, Koschmin,

Kameradenheim free. 103 nonmilitary.

#### Prussian Saxonv (3):

Bad Lauchstedt-Care station specially established to teach farming by States of Saxony and Anhalt. Has farm land and machinery.

#### Saxony (Kingdom):

Leipzig—Regular agricultural institute open for cripples. 104

Dresden-Four weeks' course started by Landwirtschaftskammer and supported by local care committee.

#### Westphalia (1):

Bielefeld-Bodelschwinghsche Anstalt, with farm and 116 acres of land. Schleswig-Holstein:

Flensburg, Segeburg, farm schools.

#### Brandenburg:

Königsberg-Neumark, one-year course for farmers. Institute of Chamber of Agriculture, Brandenburg. Examinations before royal examination board: high-school education required.

#### SCHOOLS FOR THE ONE-ARMED.

## Alsace : 105

Strassburg.

#### Baden:

Baden-Baden—Soldatenheim. Special shoe machinery for one-armed.

Heidelberg-School under Baden State committee. Workshops mentioned for locksmiths and carpenters. 108

#### Bavaria:

Munich (no further particulars): 107

Würzburg-State deaf and dumb institute, courses and exercises.

Kaiserslautern.

Ludwigshafen.

Nüremberg.

Erlangen.

#### Hesse-Nassau:

Frankfurt-am-Main. (No further particulars.)

#### Hanover:

Five masonic lodges have started one-armed school in new institution for blind; it is part of military organization; soldiers are sent directly from army corps. Instruction, clerical and commercial. 108

#### Saxony:

Dresden. 100 — Vereinslazarett with 40 beds; farm instruction at hospital; trade instruction in city schools.

Chemnitz (District of Nineteenth Army Corps).-Free courses arranged by committee in city technical and continuation schools and grammar school, also orthopedic workshop. 110

Westphalia.—Course at Bochum school for wounded.111

<sup>103</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 41-42.

<sup>&</sup>lt;sup>104</sup> Zeitschrift für Krüppelfürsorge, Leipzig,1915, viii, Monatsblätter, p. 40.

<sup>105</sup> Korrespondenz für Kriegswohlfahrtspflege, Berlin, 1916, 11, 35.

<sup>106</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix 25, 575.

<sup>107</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 173.

<sup>108</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, 44.

<sup>100</sup> Zeitschrift für Krüppelfürsorge Leipzig, 1915, Monatsblätter, p. 40.

<sup>111</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1917, x, 77.

# EMPLOYERS' AND WORKMEN'S ASSOCIATIONS ASSISTING IN THE PLACEMENT OF WAR CRIPPLES

1. Employers' Associations, members of the Vereinigung Deutscher Arbeitgeberverbände (Federation of German Employers' Associations):

Federation of German metal manufacturers, Berlin, with 24 local associations.

Arbeitgeberverband für den Bezirk der Nordwestlichen Gruppe des Vereins Deutscher Eisen und Stahlindustrieller (Employers' association for the district of the northwest group of the union of German iron and steel manufacturers); headquarters, Düsseldorf, with 12 branch associations. Industrieller Arbeitgeberverband (Industrial employers' association), Hanover.

Arbeitgeberschutzverband Deutscher Schlossereien und Vorwandter Gewerbe (Employers' protective association of the German locksmiths and allied trades); headquarters, Berlin, with 16 branches,

Arbeitgeberverband für Handel, Industrie und Gewerbe (Employers' association for commerce, industry, and trade), Königsberg.

Ortsgruppe Stettin des Vereins der Industriellen Pommerns under der benachbarten Gebiete (Stettin local group of the manufacturers' union for Pomerania and environs), Stettin.

Arbeitgeberverband der Nadelindustrie von Aachen und Umgegend (Employers' association of needle manufacturers for Aachen and environs), Aachen.

Arbeitgeberverband der Zentralheizungsindustrie für Rheinland and Westfalen (Employers' association for the steam fitters' trade in Rhineland and Westphalia), Düsseldorf.

Genossenschaft selbständiger Gold, Silber und Metallschläger für Dresden und Umgegend (Association of independent gold, silver, and metal workers for Dresden and environs), Dresden.

Verband Deutscher Zentralheizungsindustrieller (Union of German steam fitting industries), Berlin.

#### 2. Workmen's Associations:

Arbeitsgemeinschaft für das einheitliche Angestelltenrecht.

Soziale Arbeitsgemeinschaft der Kaufmännischen Angestellten (Arbitration board for mercantile employees).

Deutscher Werkmeister-Verband (Union of master workmen).

Generalkommission der Gewerkschaften Deutschlands (General commission of the German unions). Socialist.

Gesamtverband der christlichen Gerwerkschaften Deutschlands. (Federation of German Christian unions.)

Verband der deutschen Gewerkvereine Hirsch-Duncker. (Federation of German unions.)

# AUTHORIZED LAND SETTLEMENT SOCIETIES.

#### Bavaria:

Landessiedlungsstelle in ministry of interior to supervise whole matter.

#### Brandenburg:

Berliner Baugenossenschaft. Furnishes land.

Eigene Scholle. Frankfurt a. Oder.

Berliner Siedlungsgenossenschaft.

Gross Berlin—Ausschuss für Ansiedlung Kriegsbeschädigter. Supplies no land of its own, merely acts as go-between in making arrangements. Organized by burgomaster, secretary of state and landesdirektor.

#### Hesse (Darmstadt):

Zentralwohnungsverein. Supplies land and houses.

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#### Hesse-Nassau .

Hessische Siedlungsgesellschaft, Kassel. For information.

#### Hanover:

Hannoversche Siedlungsgesellschaft (official for whole Province).

#### Mecklenburg:

Mecklenburgsche Ansiedlungsgesellschaft. For information.

#### Oldenburg:

Oldenburg-Grossherzogliche Verwaltung des Landeskulturfonds.

#### Pomerania:

Pommersche Landgesellschaft (official for whole Province).

#### Posen:

Königliche Ansiedlungs Kommission für Posen und West-Preussen. War cripples working on estate near Bromberg. Men trained to agriculture and paid. Supported by care committee, war and agriculture ministries and farm machine industries.

#### Prussia:

Königsberg-Ostpreussische Landgesellschaft (information).

Gerdau-Gerdauer Siedlungsgesellschaft. Land and houses near Gerdau.

#### Prussia (West):

Königliche Ansiedlungskommission für Posen und West-Preussen.

#### Rhineland

Siedlungsgesellschaft for whole province to be founded by Landwirtschaftskammer

Rheinisches-Heim Gesellschaft. Provides land and houses. Union of many private societies. Bonn.

#### Saxe-Weimar:

Weimar-Thüringische Landesversicherungsanstalt.

#### Saxony (Province):

Halle-Sachsenland (information).

#### Saxony:

Leipzig—Sächsische Kriegersiedlungsgenossenschaft. Has bought land and built houses.

Frauendank—Works with Heimatdank looking up cases and acting as intermediary agent.

Chemnitz-Chemnitzer Ausschuss für Kriegsbeschädigte.

#### Schleswig-Holstein:

Kiel-Holsteinsche Höfebank.

#### Silesia:

Schlesische Landgesellschaft. Has bought 21 hektares and presented for small holdings. Breslau. Royal supervision.

Landesversicherungsanstalt. Lends money for land purchased to certain classes of insured persons.

Neustadt—City Government has bought 21 hektares to sell as small holdings. Westphalia:

Westfällscher Verein zur Förderung des Kleinwohnungswesens. Intermediary agency for whole Province.

Münster-Siedlungsgesellschaft Rote Erde.

GENERAL AGENCIES FOR WHOLE NATION.

Deutscher Verein für ländliche Wohlfahrts u. Heimatpflege has information office for land settlement.

Auskunftstelle für Ansiedlungswesen. Berlin,

Schutzverband für deutschen Grundbesitz.

Royal Prussian "Ansiedlungskommission." Posen. Supervises all work in Prussia and recommends societies proper for use.

# AUSTRIA-HUNGARY!

# AUSTRIA.

The first official step in the care for disabled soldiers was made in November, 1914, when the Austro-Hungarian ministry of war decided, upon a report by Dr. Hans Spitzy,2 to create two orthopedic hospitals, one at Vienna and the other at Budapest. The decree of the minister prescribed that all soldiers who need artificial limbs which could not be supplied in a satisfactory way by the institutions where they were being treated should be transferred to one of these hospitals. Those soldiers who needed orthopedic or mechanotherapeutic treatment could also be transferred to these hospitals, if the institutions treating them had not the necessary specialists or appliances. In accordance with this decree, the first orthopedic hospital for crippled soldiers was opened in Vienna, in January, 1915.3

About the same time, the Austrian ministry of the interior also started an organization for assistance to disabled soldiers. In view of the great variety of linguistic and economic conditions in the empire, it was deemed advisable to intrust the care for invalids to the several crownlands. In the capital of each crownland a Landeskommission was created, for the purpose, among other things, of providing medical care and vocational reeducation for the war invalids of the crownland, and of creating the necessary institutions.

The ministry of public works also took up the matter of reeducation through the institutes for advancement of industry (Gewerbeförderungsinstitute), which exist in every crownland. These institutes, as well as all the public trade schools, were instructed to help in the reeducation work.4

A decree of the minister of war, of June 8, 1915, made vocational reeducation of invalids obligatory. At the same time, the functions of the military and of the civil authorities were delimited as follows:5

1. The military authorities provide the wounded with the first medical assistance; they bear the cost of manufacturing and repairing the artificial limbs as long as the patient stays in military service:

<sup>1</sup> Material for this chapter prepared by Alexander Gourvitch.

<sup>\*</sup>Dr. Hans Spitzy. Orthopädisches Spital und Invalidenschulen. Invaliden- under Krüppelhilfe, Leipzig, 1915, No. 3. Monatsblätter für

<sup>8</sup> Neues Wiener Tageblatt, Jan. 15, 1915.

Die Versorgung der Kriegsbeschädigten, Wien, 1917, pp. 10-11.
 Robert Weiss. Zur Arbeitsvermittlung für Kriegsinvalide. Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, p. 321. 195

they bear the cost of the maintenance of soldiers in nonmilitary institutions; they keep the wounded under their control until he has recuperated his capacity to work, or until he is discharged as an invalid.

- 2. The military authorities, in cooperation with the civil authorities, provide the final treatment and the vocational re-education.
  - 3. The civil authorities organize the employment service.

The wounded is not to be discharged from military service until he is able to return to a civilian occupation.

#### VIENNA ORTHOPEDIC HOSPITAL.

The largest institution for the care of invalids is the Vienna orthopedic hospital with its schools for invalids. It opened on January 20, 1915, with 1,000 beds. Four weeks later it was filled to capacity; it has since been extended several times. By the end of 1915 the hospital, with its branches and annexes, had 2,000 beds, and preparations were under way to add 1,000 more.

The institution consists of two services, the medical and the edu-

cational.

#### Medical Care.

The medical section receives from other hospitals wounded soldiers whose wounds have been completely healed. They are given here the necessary treatment by mechanotherapy, electrotheraphy, massage, use of orthopedic appliances, etc.

At the same time, those who require prosthetic appliances are trained in using them.<sup>6</sup> The patients are supplied with prostheses almost immediately upon being brought to the institution, usually on the second day. The use of crutches is forbidden.<sup>7</sup> The man at first receives a provisional plaster prosthesis. After a few days the change in the form of the stump necessitates changes in the provisional prosthesis. In some instances the prosthesis has to be modified several times. As the next step the patient is provided with an "immediate" prosthesis, made of leather, which is lighter than the first and is also of better appearance and resembling more closely the future artificial limb. The latter, in its final form, is supplied only after a month or more.

The prostheses and artificial limbs were at first produced in a small shop at the hospital. Later, however, it became necessary to establish a factory in a separate building, under the supervision of Dr. Spitzy, commander of the hospital.

<sup>&</sup>lt;sup>6</sup>By the middle of 1915 there were already over 1,000 amputated among the patients and their number was constantly increasing.

<sup>&</sup>lt;sup>7</sup> Spitzy, address to convention of German Orthopaedic Society, February, 1916. Zeit schrift für Krüppelfürsorge, Leipzig, 1916, ix, p. 137,

In connection with the hospital there has been created a central organization of all orthopedic surgeons of Vienna, for the purpose of supplying specialists to the several hospitals of the city.8

#### Reeducation

The purpose of the educational action is the vocational reeducation of invalids. The first object in view is always reeducation in the former occupation of the patient, or in a connected occupation in the same trade, and, according to the commander of the hospital, this result is attained in all but 5 per cent of cases.

Each patient, after having completed the preliminary orthopedic treatment, is assigned to a workshop. The workshops were at first established in a public school. But later a garden city was created, consisting of 42 barracks, with 100 men in each. The shops are now distributed among those barracks.

Altogether there are about 30 trades taught, mostly small handicrafts, such as can be carried on in small rural localities.9 The most important trades and occupations are the following: 10

Woodwork (cabinetmakers, turners, | Painters carpenters).

Metal work (locksmiths, blacksmiths, braziers, electricians).

Bookbinding.

Basket making.

Masons.

Whitewashers.

Leather work (harness-makers, pursemakers, leather workers on artificial limbs, and appliances),

There is a tailoring shop run by electric power and a similar shoemaking shop for those former tailors and shoemakers who are unable to resume completely their former occupation, but still can be trained to work as machine operators and thus to apply their general experience in the trade.

In addition to manual trades there are courses in bookkeeping, typewriting, arithmetic, and drawing.

With the assistance of several agricultural schools there has been assembled in one hall a collection of agricultural machines and implements.11 The men wearing prosthetic appliances are trained in handling them, and the necessary modifications are made in the

The major proportion of the patients, about four-fifths, are peasants or small craftsmen. See Spitzy, at convention of German Federation for Care of Cripples, February, 1915, Zeitschrift für Krüppelfürsorge, viil, p. 188.

10 Spitzy. Die Invalidenschulen, Wiener Fremdenblatt, January 22, 1915.

For the purpose of putting the production of bandages, prostheses, and artificial limbs on a higher technical plane, Dr. Wilhelm Exner has created an organization where all the branches of the work are centralized. The shops of this organization are established in one of the Vienna hospitals. A limited number of rooms are reserved for patients needing bandages or prostheses. The costs of production are covered out of a fund made up by subscription. See Dr. von Aberle, at convention of German Federation for Care of Cripples, Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 190.

<sup>11</sup> Spitzy, at convention of German Federation for Care of Cripples, February, 1915. Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 188.

implements so as to adapt them to the prostheses. An estate has been put at the disposition of the hospital by a private person, on which practical training in agriculture is carried on under the direction of a physician and of a one-armed teacher.<sup>12</sup>

The men are assigned to workshops before they have received the artificial limb in its final form, working with their temporary prosthesis, on which the necessary modifications, as indicated by experience, are made. As part of the reeducation, special attention is given to teaching all the men wearing prostheses to repair and improve them; they are all given instruction in the required leather work and forging.

A special school has been created for one-armed men, which is directed by the one-armed architect, Karl Grosselfinger. There are two courses given. One, the general course, consists of training the crippled in performing the movements required for the satisfaction of personal needs: washing, dressing, eating, lighting a match, writing with one hand, etc. The second course consists of training the men in special occupations.<sup>13</sup> Manual workers usually can not be restored to their former occupation, but are trained in other occupations of the same trade which require less manual effort; thus, a mason becomes a draftsman, a waiter a hotel clerk, and so on.

The Vienna schools for invalids do not see their object in preparing thoroughly trained skilled workers. The reeducation which they give is complete only in the case of invalids who can be completely restored to their former occupation, or of those who have to be adapted to some easier work in their former trade. But with regard to those whom it is desired to raise to a higher position in their trade, to one requiring either considerable theoretic knowledge or special technical training, as well as with regard to those who have to be taught a new trade, especially those young men who have never before had any training in skilled work—the school is considered as purely preparatory. Its primary purpose is to find the most suitable occupation for the invalid, and to train him in the use of prostheses. In addition it gives him the first elements of a theoretic and practical trade education. But the work of the school is considered rather from the medical point of view, as a continuation of the medical treatment and the completion of functional reeducation. The work in the shops is often designated as Arbeitstherapie.14

The specialization in skilled trades is left to other institutions, namely, to the regular vocational schools, which, through the co-

<sup>&</sup>lt;sup>13</sup> Agricultural education is also given to war cripples at a number of agricultural schools in the crownland of Lower Austria; at Ober-Siebenbrunn, Pyhra by St. Pölten, Tulin, Krems, Mistelbach, Retz, Edelhof, etc. See Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 292.

<sup>13</sup> Dr. H. W., Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 57.

<sup>&</sup>lt;sup>14</sup> Spitzy, Monatsblätter für Invaliden, und Krüppelhilfe, Leipzig, 1915, No. 3; Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 189; Die Versorgung der Kriegsbeschädigten, Vienna, 1917, p. 11-12.

operation of the ministry of public works and of the trade associations, accept for final training the men sent by the schools for invalids. Thus, in September, 1915, the ministry of public works instituted courses in graphic arts for former workers of the graphic trades (photographers, lithographers, printers, compositors, etc.), 16 In March, 1916, the same ministry started at the Imperial Technological Trade Museum at Vienna a special course for training war invalids, in the first place former metal workers, residents of Vienna and Lower Austria, in the supervision and management of electrotechnical works, and also as moving-picture operators.17

#### ADMINISTRATION.

The school is under military control, but its administration is mixed. Besides the "medical director," who seems to be a military official, there is a "technical director," supplied by the Vienna office for the advancement of industry, of the ministry of public works.<sup>18</sup> These two officials advise the patients in the choice of an occupation and direct all the reeducation work. In addition, there is an "economic director," who supervises the finances of the institution, the purchase of material, etc., and a "social director," who keeps the records of the patients, inquires as to their general needs, corresponds with their former employers, etc.

The patient leaves the institution only when he is able either to return to the army, or to his former occupation in civil life. In the latter case, he is not discharged before the hospital finds employment for him. In procuring employment, the hospital cooperates with the public board for vocational advice of Vienna, to which it assigns its own physicians, and with a representative of the ministry of public works. In the case of independent landowners or craftsmen, the hospital, before discharging them, makes an inquiry to ascertain whether the revenues that can be expected would be sufficient for the support of the invalid. The discharged men are in all cases kept on the records of the hospital and observed as to the conditions of work and earnings.

#### OTHER INSTITUTIONS.

The general tendency in Austria has been to create institutions of a large size, on the Vienna model, and to concentrate them in large cities, of which there are relatively few in Austria. They are

<sup>&</sup>lt;sup>15</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 189.

<sup>16</sup> Der Abend, Apr. 17, 1916.

<sup>&</sup>lt;sup>17</sup> Österreichische Wochenschrift für den Öffentlichen Baudienst, 1916, No. 8.

<sup>18</sup> Spitzy, at convention of German Federation for Care of Cripples, Zeitschrift für riippelfürsorge, Leipzig, 1915, viii, p. 188.

created mostly in the capitals of the different crownlands and by the initiative of the local Landeskommissionen. By the end of 1915, institutions for crippled soldiers existed in Prague, Reichenberg, Troppau, Teschen, Graz, Cracow, Linz, Mehr-Ostran, and in several of the largest industrial cities.

The railway administration has an organization of its own for the care of its employees disabled in the war. It has created a home for convalescents at the cost of 600,000 crowns. The interchangeable parts of prosthetic appliances are manufactured in the railroad shops.19

### PLACEMENT.

The placement of war invalids became a feature of public policy when the minister of the interior, by a decree of June 28, 1915, prescribed the creation of an employment service in every kingdom and crownland.20 As organs of this service, an official bureau was to be created at the capital of every crownland. The Vienna Bureau, for the crownland of lower Austria, was created by the State and has served as a model for those of other crownlands.

The bureau of Vienna consists of an employment department, a record department, and a welfare department. It is assisted by a military advisory board, presided over by a general, and by a vocational advisory council, under the presidency of an orthopedic surgeon. Employment is procured for officers as well as for privates. A certificate of invalidity from the military authorities is required from every applicant. Only residents of Vienna and of the crownland of lower Austria are taken care of. Others are directed to the capitals of their respective crownlands and provided with traveling

Applicants are required to fill out a questionnaire and are cardindexed by their name, record number and occupational group. On the other hand, the minister of the interior addressed an appeal to all employers of labor for a statement as to positions available for invalids. Appeals are being made through the press and by means of posters and moving pictures. In addition, personal inquiries are addressed by mail or by telephone to individual employers. Earlier in the war, the cooperation of the employers' associations (Berufsgenossenschaften) has been obtained; they had declared their readiness to give preference to invalids in filling positions.21 All positions offered are card-indexed and classified by occupations.

<sup>&</sup>lt;sup>10</sup> Die Versorgung der Kriegsbeschädigten, Vienna, 1917, pp. 45-46.

<sup>20</sup> Robert Weiss. Zur Arbeitsvermittlung für Kriegsinvalide. Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, pp. 320-324.

<sup>2</sup> Spitzy, at convention of German Federation for Care of Cripples, February, 1915. Zeitschrift für Krüppelfürsorge, Leipzig, 1915, viii, p. 189.

The bureau always endeavors first to find employment with the former employer of the invalid, or if this is possible, in his former occupation, or in one related to it. Those invalids who are unable to return to their former occupation are examined by the vocational council and given the necessary advice. If necessary, they are referred to the schools for invalids. Efforts are always made to place the man at his old home.

All invalids for whom employment has been procured by the bureau are kept on record for at least 6 months and are controlled through inquiries addressed to their employers, to the local authorities, etc. If the man is dismissed, the cause of the dismissal is ascertained and, when possible, an attempt is made to have it repealed. All invalids who are fit and willing to work are supported until employment is obtained for them. They receive board, lodging and clothes at one of the barracks of the Vienna orthopedic hospital, and exceptionally a small subsidy in cash. Those who are entirely disabled for work are assigned to special homes.

In agreement with the provincial administration of the crownland of lower Austria, 70 district employment bureaus for war invalids were created at the beginning of 1916, to work in contact with the councils of the 70 poor districts. 22

A joint conference of the central organization of Austrian manufacturers and of the central commission of Austrian trade unions in the fall of 1917 worked out a number of general principles with regard to employment of war invalids, which were accepted by the official bureau of Vienna. The most important of these principles are as follows:

Employment is to be obtained, wherever possible, with the former employer, and preferably in the former trade. The employers are asked to give the invalids—even those with diminished capacity—a suitable employment at a fair remuneration. Invalids whose capacity has not been diminished are to receive the same wages as other workmen in the same group; they are to be covered by all collective wage agreements wherever such are in force. The remuneration of invalids with diminished capacity is to be fixed by agreement between the employers and the employees, or, wherever the employer as a rule deals with the labor organization with regard to conditions of employment, between the employer and the organization. Wherever work is paid by the piece the invalids are to receive the prevailing rates. The pension paid by the military authorities shall in no case be taken into account in fixing the wages. The working class is appealed to to help the returning invalids to develop their full capacity to work.

<sup>22</sup> Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, p. 46.

The ministry of the interior has submitted this agreement to the official bureaus of all other crown lands, with a recommendation to

bring about similar agreements in their provinces.23

From the creation of the bureau of Vienna, in the middle of June. to December 31, 1915, it received 2,342 offers of positions: 1,306 applicants for employment appeared before it, of whom 581 were placed. From January 1 to April 30, 1916, the number of positions offered was 4,164, and that of applicants 1,604, of whom 912 were placed.

# HUNGARY.24

Following a decree of the Hungarian premier, a census was taken, at the end of 1914 and the beginning of 1915, of all war invalids in Hungary. On February 1, 1915, a national conference on the problem of war cripples took place. An executive commission was elected with the secretary of state as chairman. The commission at first confined itself to the organization of medical care and of the reeducation of cripples. The employment functions were not considered as a state affair and were left to a commission of the Red Cross. In September, 1915, however, several decrees put all the matter of care for war cripples on a highly centralized basis. Both commissions were dissolved and replaced by a Royal Hungarian Office for Invalids.

These decrees provided that orthopedic appliances should be supplied gratuitously. The reeducation of disabled soldiers in their former or in a new occupation was made obligatory. The treatment and reeducation were not to last more than one year. Final treatment and reeducation could be given in state institutions which were to be created by the Office for Invalids or in the institutions under military control, or in those of the Hungarian Red Cross; in Croatia and Slavonia, in institutions of the Croatin crownland commission for the treatment and education of war invalids.

Special reexamination commissions were established at Budapest. Pressburg, Kolozsvar, and Zagreb; the chairman and members are appointed by the premier from medical and industrial circles. Invalids refusing to use prostheses, to submit to the treatment, or to follow the reeducation, have to appear before these commissions. Those who persist in their refusal, in spite of the findings of the commission, forfeit all or part of their claim to a pension, except those who have been in active military service for 10 years or more.

The Office for Invalids, in collaboration with the war ministry, keeps record of all soldiers incapacitated from military service and needing

<sup>28</sup> Neue Freie Presse, Sept. 7, 1917.

<sup>&</sup>lt;sup>24</sup> Dr. Emerich Ferenczi. Staatliche Invalidenfürsorge in Ungarn, Zeitschrift für Krüppelfürsorge, Leipzig, 1916, ix, p. 145-153.

medical care.<sup>25</sup> It controls all sanitary institutions for the treatment of crippled and disabled soldiers, all schools for invalids, all shops manufacturing prostheses and artificial limbs, and all agricultural and industrial training institutions. It has to support and supervise all private institutions caring for invalids. It also manages the placement of invalids.

The institutions under the control of the Office for Invalids are officially divided in three classes: (1) Institutions for medical care; (2) shops for the manufacture of prostheses; (3) schools for invalids.

The men are assigned to the different medical institutions by the military authorities. They are received and discharged by the director, upon report by a commission of officials of the institution.

All the medical institutions were created anew. These creations started in Budapest with four hospitals for 4,500 patients; by the middle of 1916 there were over 10,000 places at the Budapest hospitals for invalids. Besides Budapest, similar institutions exist at Pressburg, Kolozsvar, Kassa, and several other cities.

With regard to the production of artificial limbs, private industry soon proved inadequate. The Office for Invalids established shops for the manufacture of prostheses at the metal-trade schools of Budapest and Perrony. The Budapest shop started with three workers in March, 1915; the number increased to 125 by the beginning of 1916. The work is done either by invalids or by soldiers assigned by the military authorities. In the spring of 1916 there was created a permanent State factory for the free repair of prosthese and artificial limbs.

Of the schools for invalids, the largest is that of Budapest (700 pupils at the beginning of 1916). Up to 90 per cent of the pupils are peasants. The object of the reeducation is to form small independent craftsmen. The shops having the largest number of pupils are those for shoemakers, tailors, harness makers, cartwrights, locksmiths, cabinetmakers.

Similar schools are found in Pressburg, Kassa, and Kolozsvar. Alongside with vocational training, instruction in reading and writing is given to illiterates. Those who have interrupted the elementary or high school education are given an opportunity to continue it. In some of the schools instruction is also given in typewriting, stenography, and bookkeeping.

At the Institute for the Blind at Budapest (140 patients) blind soldiers are taught carpet making, brush making, massage, etc.

<sup>&</sup>lt;sup>25</sup>According to a statement by Premier Tisza in the chamber of deputies, on Feb. 15, 1916, there were in the Kingdom on Sept. 30, 1915, 28,932 soldiers incapacitated through external lesions and 5,810 incapacitated through internal maladies. The latter number includes only those who have been found absolutely unfit for the front. In addition, there were 7,900 cases under consideration.

For the benefit of those invalids who can not be advantageously placed in private enterprises, special cooperative shops have been created.

The regular vocational schools, public and private, have not been utilized for the reeducation of invalids; nor has any opportunity been taken of the existing industrial organizations and trade associations.

Agricultural education has been rather neglected. Several hundred soldiers have been sent to existing agricultural schools. But nothing has been done in the way of special education for invalids.

The archbishop of Kalocsa has established, with the assistance of the Office for Invalids, a settlement for those invalids who can not be returned to private industry; there, among other things, they are trained in horticulture, fruit growing, and poultry raising. Another agricultural colony has been created, thanks to a private donation of 100,000 crowns. But the State has not undertaken anything for the development of agricultural settlements for invalids.

The employment service of the Office for Invalids seems to be organized in a rather bureaucratic way. No cooperation has been asked either of local or of trade organizations. No vocational advisers are employed. A special council for invalids was planned since the end of 1915, for the purpose of promoting social activities in favor of war invalids; it was to consist of the premier, as chairman, and of 36 members appointed by him. But it does not appear that this council has ever been created.

Until the middle of 1916, about 500 invalids obtained employment through the Office for Invalids. Nearly all the applicants are those who have been reeducated at the schools for invalids, while the rest of the invalids seem to ignore the existence of the employment service and of the office.

### VIII.

# CANADA.

When the men of the Canadian forces, disabled in action, began to return from the front it was decided that the Nation owed them a duty which could not be discharged by mere pension award.

Accordingly an order in council dated June 30, 1915, created the "Hospital Commission" to deal with the provision of hospital and convalescent home accommodation for men returning invalided from the front. In view of the fact that many enlisted men became disabled through injury or disease before proceeding overseas it was necessary to extend the scope of authorization. A further order in council dated October 14, 1915, met this difficulty and also changed the name of the body to "Military Hospitals and Convalescent Homes Commission." This order also authorized the commission to assist in finding employment for invalided soldiers after discharge.

The original idea was that the commission's work was to be carried on wholly under civilian auspices and that the civilian medical attendance was to be retained. After considerable discussion it was finally decided that an arrangement to provide medical service be made with the Canadian Army Medical Corps. In order to exercise military authority over the men not yet discharged from military service, there was created by an order in council dated June 24, 1916, the "Military Hospitals Commission Command," a military division under the general direction of the commission. Officers of the command were assigned as disciplinary heads of the various homes and hospitals. For duty with this command there were to be selected men incapacitated for assignments at the front, but capable of performing "light duty," preference being given to those distinguished for conduct or bravery.

The work of the military hospitals commission grew by leaps and bounds and a vast organization was built up. As soon as the hospitals and convalescent homes were in operation, occupational therapy and vocational training were provided. The one weakness of the system, however, lay in the fact that in any given locality no one person was in complete authority. In one western city the present

writer found five people in charge of different branches of the work, and no one of them appeared to be responsible to the other. To be sure each was accountable to some superior in Ottawa, and there was presumed to be coordination between these superiors, but this was over a thousand miles away, and had little local effect.

There was an officer of the military command who was concerned with discipline, a business representative of the commission charged with construction work, purchases, and finance, a vocational officer responsible for the immensely important work of reeducation, a physician responsible to the Canadian Army Medical Corps, and, finally, a member of the commission itself who was resident in the city.

As to the wise correction of this defect in the system, there was wide difference of opinion. The military men were all sure the whole organization should be militarized, the civilians equally confident it should be freed of military direction, except as provided for disciplinary purposes. The final solution was as follows:

All active treatment hospitals and general convalescent homes were on April 1, 1918, turned over to the Department of Militia and Defense (Canadian war department) for conduct as military institutions.

The Military Hospitals Commission Command was transferred to the Department of Militia and Defense as a regular army unit.

The name of the Military Hospitals Commission was changed to be "Invalided Soldiers' Commission," which was in turn attached to a new government department known as the "Department of Soldiers' Civil Reestablishment," with a minister in the cabinet. In addition to caring for the rehabilitation of disabled soldiers this new department is charged with general responsibility for the problems attending demobilization and the reconstruction period.

The Invalided Soldiers' Commission retains the care and custody of chronic invalids, the more serious cases of permanent disablement, the blind, the tubercular, and so forth. It also continues to provide for reopened cases in which necessity for medical care develops or redevelops after a man's military discharge.

The commission likewise continues under its authority all reeducational work and vocational training, whether provided for men undergoing treatment in military hospitals or after discharge. The conduct of vocational rehabilitation, which is the specific subject of the present report, has been unaltered by the reorganization.

The branch of the commission which cared for the design, alteration, and construction of buildings was transferred to the public works department. Purchasing, for which the commission had built up an effective organization, was transferred to the war-purchasing commission, which is also charged with the duty of purchasing for all departments of the Government.

To give some idea of the extent of work performed by the commission, it may be stated that in March, 1918, approximately 35,000 men had been returned from the front, 20,458 having been cared for by the commission. Approximately 8,000 had completed this treat ment and returned to civilian life.

#### RECEPTION FROM OVERSEAS

The disabled Canadian soldiers returning from overseas are landed at reception or clearing depots at either one of three ports of arrival, Halifax, St. John, or Quebec, Halifax being the chief port during the winter. At Halifax there is a reception hospital with a capacity of 750 beds. Sick cases on stretchers, resident at any point in the Dominion, are landed from the ocean ambulance transports at Halifax and are examined by medical boards at the clearing depot. and, without any stop-over, are sent to suitable institutions as near their home towns as possible. Well-equipped hospitals on wheels are assigned for their transportation. Cots are built in and wide double doors permit stretchers to be passed through the sides of the cars without discomfort to the injured ones. Doctors and nurses are in charge and a special dispensary and diet kitchen are provided

The largest clearing depot, however, is located at Quebec. This occupies a building which was formerly used by the immigration officials. With alterations, which have been made, it accommodates at least 2,000 men. Ambulant cases are cleared through this depot at the rate of over 100 a day. Men from the western Provinces are given preference in handling so that they may reach their homes as soon as possible. There are separate wards for the tubercular, for shell-shock cases, and for infectious diseases.

When this work was under the jurisdiction of the Military Hospitals Commission each soldier upon arrival was "boarded" by a medical board, which made recommendations for his future treatment. Those ready for discharge and assessment of pension were at once sent out with free transportation to their homes. Others. whose physical condition permitted but who still required further medical care, were sent to their own military district and given a furlough of about two weeks in order to permit them to make a visit to their families. After two weeks at home a soldier is expected to report back to the military convalescent hospital named in his pass. At this point his physical rehabilitation begins.

The clearing of men at the discharge depots has now been taken over by the Army medical authorities. The only change in procedure is that men are sent to their military districts immediately upon arrival, without being "boarded" and having their future course determined. The advantage of this is that a couple of days are saved in getting a man to his family; the disadvantage is that men may be practically "lost" to the rehabilitation officials who are under great difficulties in following them up, as it is possible for a man to leave for his home immediately on his arrival at his destination in his military district, and escape examination.

Railroad tracks run up to the discharge depot at Quebec and the convalescent men are sent direct to a central point in each geographical division, from which they are provided transportation to their own homes. The trains are made up of regular sleeping cars and a diner, and are in charge of a physician and nurses who provide for dressings or other treatment which may be required en route.

#### FUNCTIONAL REEDUCATION.

No description of the Canadian provision for disabled soldiers would be complete without reference to the splendid and original work in functional reeducation carried on by Prof. Edward A. Bott at Hart House, University of Toronto. Here have been devised the most effective, yet simple, types of apparatus for active exercise, with which have been accomplished excellent results in restoring function, impaired through injury or disease. Effort has also been directed to the "reeducation" of amputation stumps, to make them useful and to prevent "sets" of undesirable direction or character.

The principles and aims of this work are thus 1 described by Prof. Bott:

First, the standpoint is curative rather than occupational. The aim is to restore a broken man to his normal condition as completely and as quickly as possible. The special measures used toward this end are distinct from, but are undertaken in conjunction with such other post-operative treatment as may be required, for example, massage, electro, hydro, thermo therapy, and curative workshops, the last providing a patient with such manual employment as is expected will call his particular disability into action.

Secondly, the procedure is psychological. In the restoration of voluntary functions "cure" is equivalent to "control." An attitude of intelligent cooperation and of determination to improve must first be inspired in a patient. He is urged to be his own doctor even while he is being guided and assisted through each step of his treatment. Individual direction by skilled and tactful operators is essential. Simple mechanical appliances for bringing specific disabilities into operation are indispensable and the appliances are fitted with metrical devices which record and stimulate daily performance by appealing to the eye or the ear. In this way a patient is brought face to face with his incapacity and is encouraged to use his whole power to overcome it. The psychological basis of this treatment differs from that of the curative workshop in requiring the patient to concentrate upon rather than to forget his injury. The advantage is that he attacks his disability directly, watches his improvement from day to day, and aims at a consistent recovery.

<sup>&</sup>lt;sup>1</sup> Canada: Invalided Soldiers' Commission. Reconstruction. Bulletin, March, 1918, pp. 13-15.

Thirdly, the treatment is self-educative. When a patient has learned to wrestle with the severer points of his case for 40 minutes each day, the habit of self-treatment at frequent intervals during the day soon grows. Point by point his disability is taken in hand and mastered, and the danger of neglecting the restoration of finer coordinations is overcome.

Finally, reeducation is a mental tonic. The attitude of indifference or depression which patients frequently exhibit in commencing treatment is usually characteristic of their general outlook. Under such circumstances it is easier to gain a man's confidence by doing something for his present condition, than by discussing his future welfare. The spirit of accomplishment and of sustained initiative which reeducational methods foster during the period of convalescence is an important contribution toward the larger task of rehabilitation.

The other curative methods, medical and surgical, require no description here.

#### ARTIFICIAL LIMBS.

The fitting of artificial limbs for disabled men in Canadian forces has been concentrated at Toronto. The limbless soldiers are given their surgical aftercare at the Military Orthopedic Hospital in North Toronto. In connection with this has been established a Government limb factory.

A local branch for the fitting of artificial limbs has recently been established at Winnipeg, but this is the only other point at present at which such work is done. Fitting only is done at Winnipeg, the set-ups or rough limbs being made in the main factory at Toronto.

The decision to establish a Government factory was based, according to the commission, on social considerations.2 "Many privately owned factories were making limbs of different standards, but owing to the condition of the market for this commodity before the war, none had very great capacity for production. The Government's access to all the best patented features of any or all of these types of limbs made it inadvisable to place a contract with one factory, and ordinary business sense forbade buying different types of limbs from many different factories scattered all over the country to be distributed by one agency. The market price of artificial limbs also is based on sales conditions, which are very slow. The cost to the country of limbs manufactured in the commission's own plant is that of labor and material only."

Most of the work of the limb factory is carried on in a warehouse building on Spadina Avenue, Toronto. The fitting is done at a branch attached to the Military Orthopedic Hospital at North Toronto. An endeavor is made to employ in the limb factory as many disabled returned soldiers as possible.

The leg made in the Government factory is of the standard American type, the stock used being brittle willow or golden osier. The

<sup>&</sup>lt;sup>2</sup> Reconstruction. January, 1918, p. 8.

present practice is to work the wood up into rough legs, turned out on a duplicating lathe, and to put them in stock in various sizes, following the usual method of stocking shoes.

When a man is sent by the medical officer to be fitted for a limb, his measurements are taken and the stock limb most nearly approximating his measurements is tried on. The top of the artificial leg is then hollowed with special tools made for that purpose, and in above-knee amputations the stump leg is fitted into the socket until the patient bears his weight on the pelvic bones, virtually sitting down on the leg and walking. In the case of below-knee amputations the weight is carried, when possible, partially on the end of the stump and partially on the bones of the knee.

After the man's stump has been fitted into the rough leg, the patient wears his new limb around the hospital until it has become quite comfortable, trimming being done on the inside to remove unevennesses as suggested by the patient.

As soon as comfort is attained the limb is hollowed out as thin as possible and wet rawhide is drawn tightly over the outside and attached to the wood with glue. The rawhide, when hardened, protects the limb from splitting, and strengthens the leg, so that instances have been known where the wood had been badly shattered and the limb still retained its shape. A coat of enamel finishes the exterior, and the interior is surfaced with a high-grade, shiny wood oil varnish, the most resistant varnish material known.

Boots to fit the artificial feet are made in the branch of the factory devoted to orthopedic shoemaking. It has been found that a man wearing one artificial leg places such a great strain on the other, especially in the early stages, that a special shoe is required. The patients are measured and fitted with boots designed to prevent weakness developing in the one good foot remaining. Every upper is fitted.

While men are still under the care of the Military Hospitals Commission their requirements in the line of artificial limbs are taken care of automatically by the hospital authorities. Limbs for men who have been discharged from the hospitals are also provided free.

Free repairs to the Government-made limbs will also be arranged for. It is planned to open at various points throughout the country several repair branches, in addition to the one already operating at Winnipeg.

A civilian who has used for some time an artificial limb similar to the one provided by the Government has been employed by the Military Hospitals Commission to demonstrate to the returned men the possibilities of its use. It is claimed that this man can run, box, dance, or walk practically as well as a man with two sound legs.

Early in its work, the commission began the manufacture of an artificial arm, with a working hook which is capable of holding a knife, fork, or pen, and by which a man can dress himself, eat, or write very satisfactorily. It holds tools and picks up articles. One man working in the factory served his time as apprentice and became a journeyman plumber with the aid of a similar tool. The hook can be exchanged as desired by the wearer for a gloved hand with a

movable thumb. With this dress hand a man can hold an umbrella or a valise, or comfortably carry his coat on his arm.

A more recent appliance is a special hook and ratchet grip invented by one of the men working in the limb factory. This appliance embodies many of the good features of the prostheses developed in European experience. The power of the grip is extremely strong and holds so surely that a smooth steel bar will not slip in its grasp.

Up to January 15, 1918, there had been returned to Canada 1,051 major an outation cases. Of these 266 had been discharged. The remainder were still under care in orthopedic and convalescent hospitals. Of the total, 328 are cases of arm amputation; 723 cases of leg amputation.

Men who have incurred in army service disabilities which require appliances such as orthopedic shoes, trusses, spectacles, rubber bandages, and belts will be provided by the board of pension commissioners with an annual credit in such amount as the Military Hospitals Commission estimate will cover the cost of these appliances purchased in the open market. The man is notified that he may purchase where he chooses appliances to the amount of the credit named, and render accounts to the board of pension commissioners; the board, however, reserving to itself the right to prohibit the use of appliances which have been found unsatisfactory. At the end of the year any balance remaining in the hands of the pensions board will be remitted to the man himself.

#### THE COURSE OF REHABILITATION.3

The clearest conception of the Canadian plan can be gained from a study of its working in some specific district, and one of the most favorable for this purpose is the Province of Alberta. It seems that many of the first enlistments in the Canadian Expeditionary Force came from the West, and many of the earlier returns were in consequence first received there.

A soldier who enlisted in southern Alberta is assigned to the Ogden Military Convalescent Hospital at Ogden, a suburb of Calgary. The building utilized by this institution was formerly a hotel which, due to miscalculations regarding the direction of real estate development, was not being used at the time the war opened. There is also an annex, a store building made over into dormitories.

The main building contains the administration offices, small wards and private rooms, quarters for massage, electrical work, and other medical treatment, general dining room and kitchen, diet kitchen,

<sup>&</sup>lt;sup>3</sup> Douglas C. McMurtrie. Crutches into Plowshares. A lesson for the United States in the reconstruction of Canadian war cripples. Survey, New York, 1917, xxxix, 105-110.

bowling alley, library, a lobby of generous dimensions, and three class-rooms. In the annex there is also a carpenter shop, in addition to dormitories and rooms. Cases requiring more or less active medical treatment are housed in the main building; men in an advanced stage of convalescence live in the annex across the street.

The institution is military in organization and discipline. As the men are convalescent from serious injuries, the disciplinary administration is not exacting, but in cases of serious misbehavior there is available all the machinery of courts-martial.

The medical treatment and the military routine take but little of the men's time. Most of the day is free for good use or ill. Here appears the new feature in providing for the disabled soldier. The commission provides occupation in various classes and shops for the men who are willing to participate. This work has a double purpose.

First, it acts as occupational therapy; it benefits the metal condition of the men by giving them something to think about beside their own troubles; it is an advantage to their physical condition in that it brings into play—involuntarily on the man's part—disused and semiparalyzed functions. To many men who have given up hope of ever again doing useful work, one simple operation mastered leads to the attempt at still another. Thus is ambition kindled once more.

Second, the work in the shops and classes has a direct practical value to most of the men. There is evident advantage to adult men on the verge of return to civilian life in "brushing up" the subjects they learned at school. A farmer taking even a short commercial course will be better able to keep accounts of his business transactions; the householder learning at the bench to make simple articles of furniture will find this facility very useful in doing odd jobs around his place.

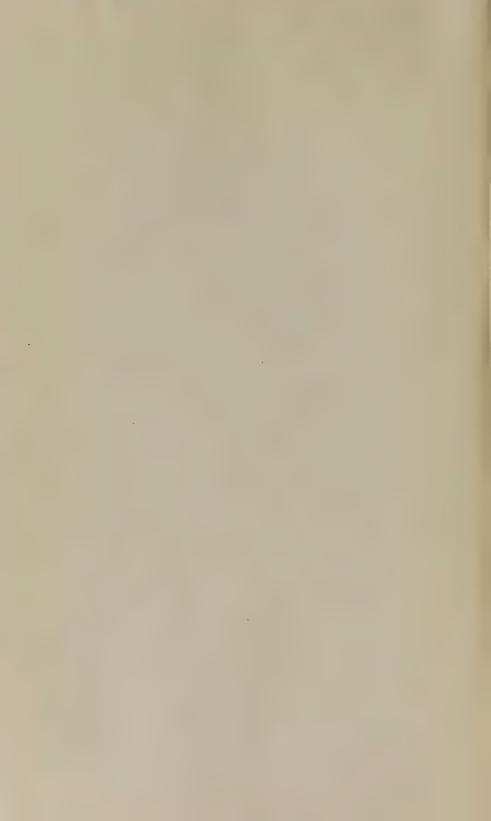
his place.

Occupational therapy is thus the first category of vocational work, which is undertaken rather casually during the period of physical convalescence. Such activity would terminate with completion of the medical treatment. The second category—and the one of by far the greatest economic consequence—is known as vocational reeducation. This is intended for men whose permanent disability debars them from returning to their former occupation, yet who would profit from retraining in some subject within practical limits of instruction. This category embraces the serious and thorough preparation of the war cripple for self-support.

The administration of the vocational work is in the hands of the vocational branch of the commission, directed by T. B. Kidner. The local work in the Province of Alberta is in the hands of Dr. James C. Miller, a man who, as director of vocational education for the Province, has been accustomed to relating educational plans to the practical requirements of the industries.



PRACTICAL TRAINING IN GAS TRACTOR OPERATION. PLOWING UP VIRGIN PRAIRIE IN THE PROVINCE OF ALBERTA.



At the Ogden hospital the convalescent soldier is urged, as soon as he is able, to attend one of the classes which are there in progress. The decision to do so is voluntary, but the medical officer and vocational officer and his assistants have so stimulated interest among the men that requests are received from them when still in bed to save places for them until they can get about.

There is a general commercial course, within the limits of which the pupils specialize in bookkeeping or in stenography and typewriting. The minimum length of the course is six months, and whenever necessary the period is extended. Here is opportunity for men of quite severe physical handicap, even for cases of arm amputation, provided there is reasonable mental capacity upon which to build. Men of varied experience can adapt themselves to the work. In the bookkeeping section one man had been a steam fitter, another a clerk in a hardware store, a third had been a restaurant employee. The effort is not to turn out expert accountants, but rather men so trained that they can keep books of a retail store or do work of similar caliber.

Another class is for teaching the English language to disabled soldiers of allied nationality—foreigners who had enlisted for service in the Canadian forces. The objective method of instruction is used. the men being taught the English words for specific objects, and later shown how to construct sentences to express their simple wants. This makes it unnecessary for the instructor to know the native language of the pupil, and it is possible to have in a single class men of varied tongues.

A third class prepares men for civil-service examinations, with a view to employment in Government departments. This is especially appropriate, as returned soldiers are given preference in appointment to civil-service positions. Arithmetic, spelling, composition, and commercial geography are the principal subjects of instruction.

In the woodworking shop the men can have elementary training in carpentry. They make simple articles of furniture, which they are permitted to take home when leaving the hospital. There is also training in mechanical drafting.

For the men whose disabilities made it important for them to be out of doors a garden club and a poultry club were formed. Gardening and care of chickens proved very valuable in the way of beneficial exercise. The men's appetites became more normal and their sleep less fitful; the exercise was especially beneficial to the men who had suffered from gas poisoning. There are 8 or 10 chicken houses for the men taking poultry work. Each of the garden workers has a plot one twenty-fourth of an acre in extent, the product of which he is free to dispose of. Several of the men took prizes on their products at the local agricultural fair.

All the work so far described comes within the category of occupational therapy, which may be entered upon informally by any man resident at the convalescent hospital, but which ceases when the medical officer declares the treatment completed and discharges the man from the institution.

But it has been provided that any man debarred from resuming his former employment by disability incurred in the war, yet capable with special training of becoming self-supporting in some new trade, may be "reeducated" at the expense of the Invalided Soldier's Commission. As early as possible in the man's convalescence he is interviewed and put through a "vocational survey," in order to determine what is the wise course for him to pursue. The soldier is informed regarding the possibilities and, after his confidence has been gained, he is advised by the vocational officer. It is necessary, however, that the final choice be concurred in by the man himself. He then comes before the Disabled Soldiers' Training Board, made up of the district vocational officer, a special medical officer, and a representative of the local employment organization dealing with placement of returned men. This board reviews the program for the man's training, approves it if satisfactory, determines the place and method of instruction, estimates the length of the course and the cost, and recommends the proposal to the authorities of the commission at Ottawa. If there is no objection, the district vocational officer is instructed to carry out the plan suggested. This process is described in more detail elsewhere in the present chapter.

If the crippled soldier enters on the prescribed course of training and decides he made a mistake in the choice, he is given an opportunity to change by going again through the same process. If he does not make as rapid progress as expected, his period of training may be extended.

The man approved for reeducation may thus be discharged from the army without prejudice to his educational work. As his military pay ceases, his pension and vocational allowance begin, also an allowance for his wife and family, or other dependents. The net total of these various payments is, in most cases, rather more than he received while still in the service. He may thus pursue his training without the burden of financial worry.

The informal occupational work of the hospital period frequently dovetails with the reeducational instruction. Thus a man who casually enters a commercial class and finds he likes the work, may continue at bookkeeping under the reeducational category. The simple shop work of the invalid often helps to disclose a mechanical talent along one line or another.

For guidance in the choice of trades in which disabled soldiers should be trained, Alberta was in an unusually favorable situation.

Just prior to the war there had been planned a vocational survey of the Province, the results of which were to determine the lines in which additional trained workers were required, and thus to indicate the subjects in which vocational education should be provided. The findings of this survey came in very usefully in dealing with disabled soldiers, because the jobs for which employers needed more trained men were just those for which the disabled soldiers might most profitably be prepared.

All the reeducation work of an industrial character is provided at the Provincial Institute of Technology and Art, at Calgary. The pupils as civilians live with their families, board where they please, and attend the institute as day pupils. This Provincial Institute of Technology and Art has been organized as a link in the general system of public education in Alberta. Its plan was most practical; in the words of the director, "it was to perform the same service to trade and commerce as do the universities to the professions." When the returned soldiers began to arrive home, it was decided to defer its opening to regular pupils and turn it over temporarily to the use of war cripples.

Here a variety of trades are taught most capably; they can not all be described in detail. There are courses in machine-shop practice. gas-engine operation (stationary or tractor), automobile mechanics (operation and repair), electric power station practice, railroad or commercial telegraphy, surveying, architectural drafting, and the manufacture and repair of artificial limbs.

To see in operation one of the most interesting classes, it is necessarv to go several miles out on the prairie, for it is here that the advanced instruction in gas-engine operation, specializing in tractor practice, is given. Here the men, with almost no assistance from their instructor, plow up virgin soil and do a full day's work under conditions fully as difficult as they will encounter later in actual employment. The average course in this subject is about eight months in length, during which time the men learn both the theory and operation of the gasoline engine. They start on the floor of the shop with a stationary engine which they take apart and put together again. Later, the instructor puts it out of gear, for the men to locate the trouble and make the indicated repairs or adjustments. At the same time the men are receiving instruction in such simple features of mathematics and engineering drafting as will be of help to them in their work.

One interesting activity is the preparation of men to serve as sanitary inspectors. The course is intended especially for men who have in the past been plumbers, steamfitters, or carpenters, or who have had elementary medical training. To undertake this work successfully, it is considered that the man must have superior address

and personality. Graduates of this course take examinations for the certificate of the Royal Sanitary Institute, which is a recognized qualification throughout the British Empire. The men are employed by municipal health authorities in food plants, abattoirs, and the like.

At the institute there are classes in mathematics in which the men work out problems arising in their mechanical work, and classes in English in which they write reports of their technical activities. There is also elementary instruction in chemistry for men taking up any line where this would prove helpful.

The Invalided Soldier's Commission meets the expenses of this training, but the Province of Alberta has assisted by providing the building and most of the equipment of the Institute of Technology

and in other ways.

Men who have educational attainments of a certain grade may be trained in the normal schools of the province to be public school teachers, manual arts teachers, or instructors in commercial subjects. These opportunities are especially good. In such instances the Province meets every expense except the maintenance of the pupil and his dependents and the books and supplies which he may individually require. Agricultural instruction is provided in the farming schools of the Province under similar terms.

To complete a description of the facilities for disabled soldiers in Alberta, it should be added that in Edmonton, the large city in the northern section of the Province, there is a convalescent hospital with accommodation for 250 men, and exactly comparable with the Ogden institution already described. Here are maintained classes in commercial subjects and occupational work in gardening and woodworking. Men at any point in Alberta, approved for industrial reeducation courses, come to Calgary for instruction.

At Frank, in the southern part of the Province, is a hospital for tubercular cases accommodating 55 patients. One teacher gives instruction in commercial subjects.

So much for an objective description of the reeducational facilities in the Province of Alberta. Yet with all the equipment and organization, the results might be extremely poor. Since they are, however, unusually successful, the reasons may be disclosed by a critical consideration. What conclusions evolved by practical experience will afford guidance in the organization of similar work in the United States?

One of the first reasons for success is the caliber of the men direct ing it. This requires no analysis or elaboration. It should not require comment.

Another factor making for the quality of the results of the plan is its treatment as industrial rather than as manual training. Every effort is made to approximate in difficulty and character the conditions of the men's instruction to the conditions of employment which they will enter.

The teachers are skilled operatives of wide practical experience, rather than pedagogues. The first effort is to find a competent man who has seen military services overseas. The second choice is a physically handicapped civilian; the third a civilian not eligible for military service. It is an inflexible rule, however, that no instructors shall be in uniform. Even men taken from the military service perform their instructional work as civilians.

The relations of the vocational officers with the representatives of organized labor are most intimate and cordial. There is frequent conference with the Provincial Trades and Labor Council and its local branches. The labor men have been helpful further in advising as to essential features of instruction and in other ways.

The most important feature of all—one on which success or failure depends—is the character of personal relation between the educational officers and the individual men. It is to the perfection of this relation in the Alberta organization that must be ascribed the major share of credit for the results obtained. The situation throws much light also on the discussion as to whether men under reeducation should, in the American plan, be retained under military discipline.

It has already been said that the decision on the part of the soldier to undertake training must be voluntary. The necessity for this is almost self-evident, for, though a man under military discipline can be ordered to a class room, he can not be made receptive or enthusiastic. The unwilling pupil will learn little indeed. But the voluntary choice can be stimulated and inspired.

Before urging the convalescent soldier to take up some line of occupational work, the vocational officers in Canada make an earnest effort to become personally acquainted with him and to gain his confidence and friendship. They treat him in every way as an equal, no more and no less. In dealing with a civilian, the returned man is entirely at ease and talks confidentially over all the aspects of his present situation and future prospects. In this relation it is easy to persuade him to undertake some activity instead of passing in leisure long hours of tedium; particularly is this true when the class work is interesting and the results useful. It should be recalled, however, that the relation described is not easy of establishment between a private in the service—worn out and discouraged—and a superior officer. In the presence of a major the average private is more or less awed and not in a position to discuss freely personal and intimate details.

So the vocational officers establish over the men an influence more effective than cold and formal discipline. It is established by pains-

taking individual attention, tact, an understanding sympathy, and personal force. Its establishment is costly because the number of soldiers under such "discipline" by a given man is limited, and because the strength of character and general caliber of the vocational official must be well above the average. Lacking in these qualifications, the adviser must be a failure in his job, and the quicker he is weeded out the better for his pupil veterans.

An example of the cooperation of educational authorities and pupils may be seen in the students' council at the Institute of Technology and Art. This council has limited powers of self-government. It works out the social and recreational program and recently voted for an increase in the daily hours of work. The school management asked the council for advice on the content of some of the courses. The answers were seriously considered, and many of the recommendations were adopted and incorporated into the curriculum. Such a relation discounts the agitation of the "sorehead." The men have particularly requested that they be thoroughly prepared for the employment to which they will go, even if studies must be made harder.

That the men appreciate the value of training has been evidenced in several ways. Some graduates of the course in moving-picture operating who were already at work in regular jobs asked if there could not be organized for them a morning course in optics, so that they might be enabled to make further progress in their field. Needless to say this was gladly done.

# VOCATIONAL REEDUCATION.

When it appears from a soldier's medical record and physical condition that it is possible or likely that he will not be able to return to his former occupation, a survey of the man is made by a vocational counsellor, or vocational officer. In this survey a special form is used and is reproduced herewith:

Form 106.

MILITARY HOSPITALS COMMISSION-VOCATIONAL BRANCH.

SURVEY FORM.

A		H. C. File No
	1. Name	
	Address (present)	
	Address (home)	
	Regiment No Rank	
	Age (last birthday) Birthplace	
	If born abroad, date came to Canada	
	Nationality of father; of mother	Occupation of father

# A. General—Continued.

2. Man's depende	nts- Name.	Date of	birth.	Age.
Wife				
O1 11 1				
4 _				
6 _				
Other depen	dents			
3. Educational	History.—Elementa	ry schooling-		
Where obtained	ed	Kind of school	Years	
(If in	more than one pla	ce or country, give t	ime, etc., in e	ach.)
Age on leaving	Z	Grade or standard or	leaving	
Reason for le	aving			
(Needed t	o earn money ; prefer	red to go to work; no	higher school	available, etc.)
Subsequent ed	ucation.			
Norm.—Stat	e whether (1) high	n or secondary scho	ol. (2) techr	ical or trade
school, (3	business college,	n or secondary scho (4) college or univer ) private study.	ersity, (5) ev	ening classes,
(a) Name of	school		Place	
Course ta	ken	Years	Was course co	ompieted
(b) Name of s	school		Place	
Course ta	ken	Years	Was course co	ompleted
	school		Place	_
` '				ompleted
	ken			
(d) Any other	education			
4. INDUSTRIAL H	ISTORY.			
(a) Trade or 1	principal occupation.	H	ow long follo	wed
If learned	by apprenticeship,	or how A	verage wage	per month
(b) Trade or	occupation at time	of enlistment H	ow long follo	wed
` '	employment includ			
(c) Details of	employment meruu	ing (a) and (b).		
				1.
Occupation.	Employer.	Place.	Period.	Average wage per month.
· ·				per month.
			to	
			to	
				<u></u>
Norm If " clark '	' " warehouseman "	"laborer," or other	general term	state specific
branch.	mar caro anoman,	1400-01, 01 01-01	g,	oute openine
Date		. 19		
Interviewed by		(Δ)	lan's signatur	e.)
Interviewed by				
B. Report of vocatio	nal officer (reeducat	cion cases):		
î .				
	ace for future occup		_	
Second prefere	ence		_ Reason for	it

B. Report of vocational officer-Continued.

6.	Personal characteristics—
	(A) (a) Recreations (b) Hobbies
	(c) Favorite reading
	(d) Habits, as drinking (e) Smoking
	(B) (a) Personal appearance
	(b) Manner
	(C) Intelligence (general capacity). Grade
	(D) Occupational stability. (a) Grade
	(b) If candidate is changeable, state type of change
	(c) Extent of change
	(d) Cause of change
	(e) If candidate is changeable, has the vocational officer reasons for thinking
	that he will become stable (f) if so, what?
	(E) Disposition. (a) Sociability(b) Has candidate any emo-
	tional characteristic that the vocational officer would consider either a busi-
	ness asset or a business handicap? (c) If so, what?
	*
	***************************************
	(Ta) (a) Cardyak or residence (A) Cardyak in complete to the cardyak in the c
	(F) (a) Conduct on service (b) Conduct in convalescent home
7.	Training during convalescence (subjects and results)
	***************************************
8.	Type of vocations for which ability and aptitude are evident
	Vocational officer's preference and reason for it
	***************************************
	(a) Is a position available for the man on the completion of his training for the
	new occupation as recommended?
	If so, state where and at what rate of pay
	(b) If no definite position is in view, has the vocational officer satisfied himself
	that the prospects for employment are good?
4.0	
10.	Method and place of training recommended
11.	Estimated period Tuition fees, \$ Books and materials, \$
Date_	, 19,
	(Vocational officer.)
Non	reSections 6 to 9 are to be regarded as a confidential report of information and
mpre	ssions obtained by the vocational officer during one or more personal interviews
subsec	re.—Sections 6 to 9 are to be regarded as a confidential report of information and ssions obtained by the vocational officer during one or more personal interviews the candidate, or from any other sources. The information asked for in section 6, etions (A) to (E) is to be given in terms named in the confidential instructions
issued	for the guidance of vocational officers.
	port of special medical officer:
12	. Last medical board held at, on, 19,
	NoteIf any medical boards have been held since the one at discharge depot on
	arrival in Canada, a copy of the last board must be sent with survey form to
	head office M. H. C.
13	. (a) Nature of disability
	(b) Nature of wound or affection from which disability resulted
	(c) Date of origin (d) Place of origin

C. Report of special medical officer-Continued.

14. Present physical condition———————————————————————————————————
(a) Height (b) Weight (without overcoat) (c) Girth, chest Expan.  15. Have any complications developed since the holding of last medical board?
If so, what?
16. (For amputation cases)—
(a) State nature of amputation, etc.
(b) Length of stump (c) Character of stump (d) Power of stump (e) Usefulness of stump
(f) What artificial appliances are required? (g) Have any been ordered?
(h) Have any been received? (i) Are any being worn?
17. (a) Present degree of incapacity (stated in percentages) (b) Probable duration (b) If so, state the manner in which his disability will be a handicap
(c) Estimated degree of permanent incapacity
Note.—In estimating incapacity, the medical officer will follow the instructions issued by the board of pension commissioners.
18. State your reasons why candidate will be unable to follow his former occupation
19. (a) Will the disability of the candidate handicap him in his competition with the normal worker in the occupation suggested by vocational officer?
(b) If so, state the manner in which his disability will be a handicap
20. (a) Will candidate's disability increase his liability to hazards in the occupation suggested by vocational officer?
(b) If so, state the hazard and precautions to be observed
21. Influence of increasing years. (a) Will candidate be able to carry on as long as
the normal worker in the occupation suggested by the vocational officer?
(b) If not, how much sooner may he have to give up?(c) State any conditions which, in later life, may develop from the candidate's
disability and interfere with his vocational fitness.
22. (a) Will the candidate's condition demand any special consideration from his
employer, such as shorter hours, periods of rest, light work, special type of
work, or machine, etc.?
(b) If so, what
23. Remarks
Date, 19, Signature

D. Recom	nmendations of disabled soldiers' training be	pard:
24		
	***************************************	
Place E. (For head 25. Medical If n		
	w =	(Vocational officer.)
		(Vocational omeer.)
		(Medical member.)
Place	, Date, 19	· · · · · · · · · · · · · · · · · · ·
2 14400244	,	(Member of local advisory board.)
E. (For	head office use only):	board.)
25. Me	edical review. Are the replies to sections 17	to 24 herein concurred in?
	If not, state specifically in each case the re-	asons for nonconcurrence.
Place E. (For h 25. Med		
	<u> </u>	
	, 19	(Medical officer.)
	, 19	
	, in the second	(Vocational secretary)

The procedure in interviewing the disabled soldiers and in filling out the forms has been described so fully by T. B. Kidner, director of vocational training for the Military Hospitals Commission, that his statement can be quoted to advantage:

The survey form "A," as it is termed, contains the usual particulars of the man's name and address, his regimental number, and so forth, his age last birthday, his birthplace, and if born abroad, the date he came to Canada; his religion, the nationality of his father and his mother, and the occupation of his father. The occupation of the father is often significant with men from the older countries where they follow the father's trade. Quite often a man will tell you if you ask him where he learned his trade: "I picked it up running around with my father." Next, the form deals with the man's elementary schooling—where obtained, the kind of school and how many years, the age

on leaving, his grade or standard on leaving, and the reason for his leaving school. It is of great significance when a man tells you he left school when he was 13 or 14 to know why he left. Sometimes he will tell you there was no higher school, or that he could not afford to go on. Another man will say: "I had to go to work; I wanted to earn money." The form next deals with his subsequent education, and I might give you the different heads: High or secondary school; trade or technical school; business college; college or university; evening classes; correspondence schools and otherwise. Next. the man's industrial history is dealt with: Trade, or principal occupation, how long followed; whether learned by apprenticeship or otherwise, and the average wages. Then his other work. The answers to these questions are most interesting and often show that our young men have not had the right kind of education to enable them to earn their living under the prevailing conditions. Some of them have drifted about in from eight or nine widely different occupations in the course of four or five years. Then the man is asked this question: "What occupation do you prefer for the future?" He is asked to give his first choice and second choice and to state the reasons for his choice. Next he is asked: "If a course of instruction were provided for you, would you be willing to follow it earnestly and faithfully?" Then he says "Yes," and signs his name. That form is filled out as thoroughly as possible when the man arrives at the institution or depot of the unit to which he is sent after his arrival in Canada.

We also had this object in view, that there were a number of men who had passed through our hands and are residing in small towns. The local secretary of the Patriotic Fund, or the Red Cross Society, or the Soldiers' Aid Commission, may report to us. "There is a man here who thinks he wants reeducation." Well, we get him to sign this statement as a preliminary. The man is then examined by a vocational counseller, one of the specialists of whom I spoke. The vocational counsellor's sheet contains the identification particulars and a brief statement of the apparent disability, not in strictly medical terms, but from the layman's point of view. Then the personal characteristics, as obtained by questions, are set forth, such as his recreations, his hobbies, his favorite reading, his habits-whether he is a drinker or a smoker, his appearance and manner, and his general intelligence; then from records and inquiries, his conduct on service, his conduct in the convalescent home, and his references from employers. There is also placed on the sheet a record of his training during convalescence. Then the vocational counsellor sets down the vocations for which the man's ability and aptitude are evident. Particulars of the man's educational and industrial history and of his personal characteristics are obtained in an interview which often takes three or four different approaches to the man before the vocational counsellor can get inside his guard. He has been before boards of medical and military officers until he is sick of them, and he is a little difficult to get at sometimes. But the vocational officer must penetrate the man's guard to get at his wishes and feelings. Then the vocational officer, with his knowledge of conditions, the means of training the man, the man's possibilities, and the subsequent chances of employment, records his preference for a future vocation and gives the reasons for his preference, the method of training recommended, and an estimate of the cost of training the man and of supporting his dependents. Next the medical man comes in. A medical man is especially detailed to make an examination of the candidate for reeducation, not with a view to his disability but with a view to his remaining ability. A number of questions are set down, some in the form in which they are set down for similar examination purposes in insurance. First of all, an extract from the record of the last medical board. stating where it was held and when, the nature of the disability, the nature of the wound or affection from which disability resulted, the date and place of origin, and the medical officers who made the examination. The special medical officer has that information before him. He then examines the man as to his present condition: Complications present (if any), treatment, results, if movement is impaired, degree remaining; if an amputation has been performed, he states its nature; length of stump; character of stump; power of stump; usefulness of stump. Is an artificial appliance required? Has it been ordered?

Has it been received? Extent of disability (stated in percentage), height, weight, girth, chest. Then questions as to his mentality. His present mental condition, whether it is alert or sluggish. His general intellectual capacity—whether subnormal, normal, or hypernormal. Then he states the precautions which, in his opinion as a medical officer, should be observed in the choice of

occupation.

The record so prepared by the vocational officer is next submitted to a disabled soldiers' training board which decides upon one among the suggested occupations in which it would be wisest for the man to be trained. Their recommendation is forwarded to the main office of the Military Hospitals Commission in Ottawa and either approved or disapproved. Except in unusual instances approval is forthcoming. The man is then ready to start on his course of training.

Men taking courses of reeducation are regularly reported upon by the district vocational officers to the vocational secretary of the com-

mission in Ottawa.

After a man has received instruction in a subject for a month or two it is sometimes discovered that a mistake has been made in the selection of the course. In such an instance the soldier may be allowed to change to a different course. Sometimes these changes are not due to any lack of interest or application on the part of the pupil. For example, one man with his leg disarticulated at the hip, became interested, during his period of treatment in a convalescent hospital, in poultry raising. He was entered for a course in preparation for this work, but within two months found that his disability restricted his getting about to such an extent that it was impossible for him to continue. It was thereupon decided that he should enter a course in commercial training, and in this he succeeded well.

The regular progress report on reeducation states the place of treatment, the name of the institution, the designation of the workshop, and describes the progress which the man has made. Remarks as to any medical attention which might be required are also added. The attitude of the commission is that these men, although discharged soldiers, are still wards of the nation, and any needed medical attention is provided at public expense. In some instances men presumed to be recovered have thrown themselves so vigorously into their course of training that they have broken down and have been forced to take some little time off to recuperate.





I. OXY-ACETYLENE CLASS, WINNIPEG.
II. COBBLING CLASS, MONTREAL.



# VOCATIONAL TRAINING STATISTICS

The vocational training branch of the Invalided Soldiers Commission in March, 1918, had under instruction 3,143 returned soldiers. Of this total 944 were taking courses of vocational reeducation because of disabilities which prevent them from resuming their prewar occupations. Up to the date named, programs for 1,863 such courses had been approved. Of these 133 had been completed, 186 discontinued or rejected, and 600 deferred until completion of convalescent ireatment.

There were 2,199 men taking vocational courses designed to be of therapeutic value as well as of practical utility in facilitating readjustment to civilian life. Courses in 97 different subjects were offered by a staff of 259 instructors.

# MAINTENANCE DURING TRAINING

The order in council of April 12, 1917, provided for maintenance allowances to men taking up or continuing vocational training after discharge from the military service.4 These allowances are paid on the following scale:

- 1. Single men, "living in," free board and washing, plus \$8 per month. Where the total amount received by way of pension and this allowance is less than \$16 per month, an additional allowance shall be granted, so that the minimum amount receivable shall be \$16 per month in addition to free board and washing.
- 2. Single men, "living out," \$8 per month, plus \$1 per day subsistence allowance. Where the total amount received by way of pension and these allowances is less than \$46 per month, an additional allowance shall be granted, so that the minimum amount receivable shall be \$46 per month.
- 3. Married men, "living in," free board and washing, plus \$8 per month, with the following additions:
  - A. For wife having no children, \$35 per month, less pension of husband.
  - B Wife and one child-
- (a) If the child is under the maximum age and over 10 years of age \$42.50 per month, less pension of husband and allowances for children under the pensions regulations.
- (b) If the child is under 10 and over 5 years of age \$39.50 per month, less pension of husband and allowances for children under the pension regulations.
- (c) If the child is under 5 years of age, \$38 per month, less pension of husband and allowances for children under the pension regulations.
  - C. Wife and two children-
- (a) If both children are between ages of 10 and the maximum age, or if one is between 10 and the maximum age, and the other between 5 and 10, \$57 per month, less pension of husband and allowances for children under the pension regulations.
- (b) If both between 5 and 10, \$42.50 per month, less pension of husband and allowances for children under the pension regulations.

<sup>·</sup> Canada, Military Hospitals Commission, Report, May, 1917, pp. 82-85.

- (c) If one is between 5 and 10 and the other 5 years old or less, \$42.50 per month, less pension of husband and allowances for children under the pension regulations.
- (d) If both are under 5 years of age, \$41 per month, less pension of husband and allowances for children under the pension regulations.
  - D. Wife and three children-
- (a) If all three children are between the ages of 10 and the maximum age, or if two are between 10 and the maximum age and the third under 10, or if one is between 10 and the maximum age and two between 5 and 10, \$50 per month, less pension of husband and allowances for children under the pension regulations.
- (b) If all three are between the ages of 5 and 10, or if two are between the ages of 5 and 10 and the third younger, or if one is between the ages of 5 and 10 and two are younger, \$45.50 per month, less pension of husband and allowances for children under the pension regulations.
- (c) If all three are under 5 years of age, \$44 per month, less pension of husband and allowances for children under the pension regulations.
  - E. Wife and four children-
- (a) If one child is between 10 and the maximum age, and a second child between 5 and the maximum age, no matter what be the ages of the other two, \$53 per month less pension of husband and allowances for children under the pension regulations.
- (b) If one or more children are between 5 and 10 and the others younger, \$48.50 per month, less pension of husband and allowances for children under the pension regulations.
- (c) If all four are under 5 years of age, \$47 per month, less pension of husband and allowances for children under the pension regulations.
  - F. Wife and five children-
- (a) If one child is between 10 and the maximum age, and a second child between 5 and 10, no matter what be the ages of the other children, the maximum allowance may be given, which is \$55 per month, less pension of husband and allowances for children under the pension regulations.
- (b) If one or more children are between 5 and 10 and others younger, \$51.50 per month, less pension of husband and allowances for children under the pension regulations.
- (c) If all the children are under 5 years of age, \$50 per month, less pension of husband and allowances for children under the pension regulations.
  - G. Wife and six children-
- (a) If one child is between 10 and the maximum age, and a second child between 5 and the maximum age, no matter what be the ages of the others, the maximum allowance may be given, which is \$55 per month, less pension of husband and allowances for children under the pension regulations.
- (b) If one or several children are between 5 and 10 and others younger, \$54.50 per month, less pension of husband and allowances for children under the pension regulations.
- (c) If all the children are under 5 years of age, \$53 per month, less pension of husband and allowances for children under the pension regulations.
- H. Wife with 7 or more children under the maximum age, no matter what be their ages, may be given the maximum allowance of \$55 per month, less pension of husband and allowances for children under the pension regulations.

Note.—In all the foregoing cases, payment of allowances for the wife and children of a man undergoing vocational training will be made direct to the wife, unless otherwise deemed advisable by the commission in individual cases.

4. Married men living in their own homes, \$1 per day extra.

- 5. A widowed mother, if she be dependent entirely for support on an unmarried son who is receiving vocational training, and if the son made an assignment of his pay to his mother and also arranged for her to receive separation allowance during the time when he was in service, may be paid on the same scale as the wife of a married man with no children.
- 6. A widowed mother, or a mother who is not widowed, if she be dependent entirely or partially on an unmarried son who is receiving vocational training, and if the son made an assignment of his pay to his mother, or can prove to the satisfaction of the Military Hospitals Commission that he has regularly sent a portion of his pay to his mother; or a sister or other dependents, if the soldier who is receiving vocational training made an assignment of his pay to her or to them or can prove to the satisfaction of the Military Hospitals Commission that he has regularly sent a portion of his pay to her or to them, the said mother, sister, or other dependents, may be paid an amount equal to the assignment made or payment sent by the soldier, provided that such amount shall not exceed the amount which would be paid under the authority of this order in council to the wife of a married man without children.
- 7. The parents of a man undergoing vocational training, if both are old and incapable of work, and if they are entirely or partially dependent on the son in question, may be paid on the same scale as the wife of a married man with no children.
- 8. Widower's children. The guardian of a widower's children who are under the maximum age shall be paid the following rates:
  - (a) One child, \$10 per month.
  - (b) Two children, \$17.50 per month.
  - (c) Three children, \$22 per month.
- (d) More than three children, \$3 per month for each child in excess of three with a maximum payment of \$35 per month.
- 9. When a child reaches the age of 5 or 10 or the maximum age between the first of the month and the last day of the month, the birthday shall be regarded as on the last day of the month.
- 10. Payments under these regulations shall be coninued for one month after the completion of vocational training, whether the man has secured employment or not.
- 11. In the preceding clauses, wherever the term "maximum age" occurs, it means 16 years old in the case of a son and 17 years old in the case of a daughter.
- 12. The provision of this order-in-council shall apply to all members of His Majesty's naval, military, and auxiliary forces, who were bona fide residents in Canada at the outbreak of the present war, who are unable to return to their previous occupations by reason of their disability incurred in service in the present war.
- 13. The provisions of this order-in-council shall be operative from April 1, 1917.

### TRAINING IN INDUSTRIAL ESTABLISHMENTS.

Increasing attention is being paid to the reeducation of men in industrial establishments. The number of subjects that can be taught even in a well-equipped technical school is small in comparison with the large number of occupations in the industrial world. There are those who feel very strongly that the most effective training for

men is that which they may receive in a factory or shop where there is a disposition on part of foremen to take the trouble to instruct the men committed to their care. The training takes place under actual production conditions, and all that is purely theoretical and extraneous is eliminated.

The possibility of this type of training is conditioned by the willingness of employees to receive handicapped men into their factories and train them. This willingness on the part of Canadian concerns has been abundantly proved by the offers to train men in their establishments. The appended list of men who are registered for training in industrial establishments in Canada represents the willingness of more than 100 firms and individuals to give men training under their supervision and care.

When the plan for a man's training is approved by the vocational branch of the commission at Ottawa, he is placed in a factory and is visited every week by the vocational officer to see how he is getting along. This follow-up work is very necessary for the best interests of the man. During the period of his training the discharged man receives no wages, but is paid his pension, if he be entitled to one, and a training allowance. The minimum amount which a single man living in an institution receives, in addition to free board and washing, is \$16 a month. If living out, the least a single man is entitled to is \$46 a month. If the man is married he receives \$35 a month, less the amount of any pension he may be receiving plus \$1 per diem for subsistence and \$8 per month pocket money. Provision is made also for any children he may have.

In view of this liberal allowance during training, it is thought best that the man should not be paid wages. If the employer gives him anything it is in the way of a bonus and is not considered by the commission. Before a man has completed his course of training his work should be of some net value to the employer, and this should afford some remuneration to the employer who receives no other compensation for his services in training the man.

The following is a list of occupations for which men are actually in training in industrial establishments in Canada or who are about to begin as soon as they are in physical condition. There are 123 actually in training and 60 more will begin their courses as soon as they are physically fit.

A few concerns are giving training to several men, notably the Angus shops of the Canadian Pacific Railway, Montreal, which has 6; the Russell Motor Car Co., Toronto, which is training 28; the Allis Chalmers Co., Toronto, 4; the Canadian General Electric Co., Peterboro, 4; the Canadian Linotype Co., Toronto, 4; the Lanston Monotype Co., Toronto, 3.

# Men taking training in industrial establishments in Canada.

Place of training.	Former occupation.	Training for—	Course.
Montreal, Quebec	Steam fitter	Armature winding	6 months.
Do	Steam fitter	Bench machinist	8 months.
Do	Snoemaker	Harness fitting	Do.
Do	Machinist	do	Do.
Do	Miner Laborer, sailor Craneman, carpenter Music teacher	TIDSIMULING	Do. Do.*
Do	Cranaman carnenter	Carriage striper	Do.*
Do	Music teacher	Saxophone player	Do. 4 months
1)0	I distry cook	Engine turning	8 months
Do	Boilermaker	Engine turning Pneumatic tool repair	8 months 6 months
Do. Penacook, N. H., United States of America.	BoilermakerFarmer, machinist	Machine-tool making	8 months
MUHITEMI, QUEDEC	Fireman	Harness making	Do.
Do	Molder. Bricklayer's helper	Inspector of castings	6 months
Do	Salaman Salaman	Harness machine stitcher	Do.*
Do	Seeman	Mechanical drafting	8 months
Do	Seaman, machinist	Motor mechanics. Lathe hand	Do. 6 months
Do	Painter	Watchmaking	12 months
Do	Rough carpenter	Watchmaking Bench carpenter	8 months.
Do	Painter Rough carpenter Bricklayer	Harness fitting	6 months.
Do		do	Do.
<u>p</u> o	Laborer	Brush making (blind)	12 months
Do	Electrician	Electrical course	8 months
D0	Laborer Electrician Teamster Machinist	Elevator operator	3 months.
Do	Laborer	Mechanical drafting	6 months.
Do	Laborer Commercial traveler	Furrier Dental mechanics Armature winding Weave-room clerk Dental mechanics	8 months.
Do	Electrician	Armsture winding	Do.
Do	Electrician Machinist, loom fitter	Weave-room clerk	4 months
Do	Painter	Dental mechanics	8 months
Do	Printer	do	Do.
	BoilermakerLaborer	Mechanical drafting	Do.
Do	Laborer	Shoe repairing	Do.
Do St. John's, Quebec	Coal miner Granite cutter Tailor, soldier	Storage-battery repair	4 months
Montreal, Quebec	Tailor coldier	Watchmaking	12 months
Quebec, Quebec	Baker	Pood working	3 months. 8 months.
Wellington Station, Nova	Farmer.	Watchmaking	12 months
Scotia. Halifax, Nova Scotia Peterboro, Ontario		Totography	12 month.
Halifax, Nova Scotia	Meat cutter, trainman	Meat cutting	6 months.
	Lather	R'Instrico   WORK	Do.*
Do	Farmer Machinist, farmer	Electric power plant	Do.*
Shawville, Quebec	Machinist, farmer	Electric power plant	3½ month:
Ottowa Ontorio	Bank clerk	Machine-shop practice	3 months
Peterboro, Ontario	Former	Electrical engineering	6 months
	Tolophono linaman	Motor repairing	6 months 4 months
Hamilton, Ontario Toronto, Ontario Port Carling, Ontario Toronto, Ontario Do	Grocery clerk Cork cutter Harness maker. Electrical steelworker	Motor repairing Shoe repairing Bicycle-wheel truing	6 months.
Toronto, Ontario	Cork cutter	Bicycle-wheel truing	10 weeks.
Port Carling, Ontario	Harness maker	Boat finishing	6 months.
Toronto, Ontario	Electrical steelworker	Bronze finishingLinotype operating	4 months
Do	Printer	Motor mechanics	8 weeks.* 2 months
Do	Machinist carpenter	Artificial limb maker	6 months
Do	Machinist, carpenter Laborer	Artificial limb maker Electric-lamp work	3 months
Do	Locomotive engineer	Motor mechanics	6 months
Do	Printer	Monotype operator	4 months
Do	Laborer Machinist Chef.	Machine-shop practice	Do.
Hamilton, Ontario	Machinist	Tire repairing Linotype operating Bicycle-wheel truing	6 months
Toronto, Untario	Plumbas	Linotype operating	4 months
Do	Plumber	Machine-shop practice	6 months
Do	Manufacturing music plates.	Piano tuning	Do.
Do	Rutcher	d0	3 months
Hamllton, Ontario	Bricklaver	Shoe repairing	6 months
Rossland, British Columbia	Mine driller	Milling and assaving	De.*
Do. Hamilton, Ontario	Bricklayer Mine driller Quarryman Short-order cook	Milling and assaving . Garage man Furniture assembling .	3 months
l'oronto, Ontario	Short-order cook	Furniture assembling	6 months
120	Hydraunc surveyor	Brass finishing	Do.
Do	Derrick hand	do	Do. Do.*
Do	Electrical engineer	Harness making	4 months
	Helper in sawmill.	do	Do.*
Hamilton, Ontario	Helper in sawmill. Steam fitter, farmer. Slate roofer.	Auto-tire repairing	6 months
		Machine-shop practice	Do.
Foronto, Ontario	Slate rooler	machine-shop practice	10.
Hamilton, Ontario	Carpenter	Pattern making	Do Do.

Asterisk (\*) indicates that course had been approved and granted but not commenced on April 20, 1918.

Men taking training in industrial establishments in Canada—Continued.

Place of training.	Former occupation.	Training for—	Course.
Toronto, Ontario	Bookbinder	Linotype operating	3 months.
Do	Tailor. Plasterer's helper	Tailor's cutter Electrical substation work	2½ months.
Do	Plasterer's helper	Electrical substation work	6 months.*
Do	Waiter Carpenter	Wheel truing	2 months. *
Do	Laborer	Metal polishing and cut glass	6 months. *
Dundas, Ontario Toronto, Ontario	Laborer	Telegraphy Metal polishing and cut glass Garage man	3 months.
Toronto, Ontario	NoneLocomotive repairer	machine-shop practice	6 months.
Do	Locomotive repairer	do	Do. Do.*
Do	NoneOrganist and music teacher	Salesmanship	Do.
Do	Linotyne operator	Piano tuning	Do.
Do	Nickel plater	Garage man	3 months.
Do		w neel triling	Do.
Do	Weaver Tool maker Farm laborer	Machine-shop practice	6 months. *
Toronto Ontario	Form laborer	Machine-shop practice	4 months. *
Hamilton, Ontario	Farmer	Garage man	3 months. *
Hamilton, Ontario Toronto, Ontario Do	CarpenterBox maker	Garage man	12 months.
Do.'	Box maker	Cabinetmaking	6 months.
100	ShipperCoal miner	Cabinetmaking	4 months. *
Hamilton, Ontario Toronto, Ontario Do	Structural steelworker	Snoe repairing.	4 months.
Do	Steam engineer	Machine-shop practice Oxy-acetylene welding	2 months.
1)0	Metal polisher	Wheel truing	3 months. *
Hamilton, Ontario Toronto, Ontario	Metal polisherGrocery deliveryman	Garage man Artificial-limb factory Armature winding	Do.
Toronto, Ontario	Boat hand, wood planer	Artificial-limb factory	6 months.
Do	Decorator	Armature winding	Do.
Hamilton, Ontario Toronto, Ontario	Farmer	Shoe repairing Machine-shop practice Monotype operator	4 months.
	Farmer	Monotype operator	2½ months*
Hamilton, Ontario Toronto, Ontario	Laborer	Motor mechanics	3 months. *
Toronto, Ontario	Bricklayer	Machine-shop practice	6 months. *
Do	TeamsterLineman	Shoe repairing	Do. 3 months.
Toronto Ontario	Dresser	Garage manLense grinding	Do.
D0	Laborer	Woodworking	6 months. *
Do	Laborer	Linotype operating Oxy-acetylene welding Electrical work	10 weeks.
Do	Sheet-metal worker	Oxy-acetylene welding	2 months.
Do	Railway laborer	Pieno tuning	Do.
Do	Carpenter. Farm machinist	Piano tuning. Machine-shop practice. Hardware store.	4 months.
Do	Accountant	Hardware store	6 months.
Do	Structural ironworker	Ornamental ironwork	4 months.
Do	Auto mechanic	Manufacturing gasoline engine Piano instruction	s omonths.
Hamilton, Ontario	Printer	Monotyma operating	4 months.*
Brantford, Ontario	Printer Woodworker	Shoe repairing	6 months.
Toronto, Ontario	Laborer Plumber	Shoe repairing. Machine-shop practice	Do. Do.*
Hamilton, Ontario	Plumber	Shoe repairing	Do.*
Toronto, Ontario	Farmer	machine-snop practice	Do. Do.
	LaborerTile setter	do	Do.
Stratford, Ontario	Laborer	Stationary engineer	Do.
Toronto, Ontario	Steam fitter	Manufacturing gas and electric	4 months.
Hamilton, Ontario	Textile worker	fixtures. Telephone and switchboard	5 months.
Toronto, Ontario	Cement finisher	work. Machine-shop practice	4 months.
Do	Sailor	Wheel truing	months.
Hamilton, Ontario Toronto, Ontario	Sailor	Garage man. Precious-stone cutting	Do.*
Toronto, Ontario	Farmer	Precious-stone cutting	6 months.*
Hamilton, Ontario Toronto, Ontario	Tallor, cutter	Piano and wiolin	Do.*
Do.	Soldier	Machine-shop practice	Do.*
Do	Mason's helper Electric craneman Molder and coil maker	Lead glazing.	a months.
London, Ontario	Molder and coil maker	Coil making.	Do.*
Do	Snipping clerk	Coil making. Buffing and polishing. Wood finishing.	Do.
Do	Wood finisher.	Wood Inishing	Do. Do.*
Do	Clerk, auto painter	Barber	6 months.
Do	Farm laborerStreet-car conductor	Tailoring. Machine operator.	3 months.
Do	Bartender	Metal polishing	Do.
Preston Ontario	Laborer	Shoe cutting	4 months.
Bt. Thomas, Ontario	Brakeman Meat chef	Barber. Pastry cooking. Shoe repairing.	Do.
	Dieat Chel	LASTLY COOKING	3 months.
Do	Newspaper editor	Shoe repairing Bookkeeping. Chartered accountant	

Asterisk (\*) indicates that course had been approved and granted but not commenced on April 20, 1918.

Men taking training in industrial establishments in Canada—Continued

Place of training.	Former occupation.	Training for→	Course.
Port Arthur, Ontario	Prospector	Motor mechanics Telephone repairs	6 months.
Souris, Manitoba Kaministiquia, Manitoba	Fireman, farmer	Electric switchboard	6 months.
Brandon, Manitoba	Electric craneman		Do.
Saskatoon, Saskatchewan	Farmer	Switchboard operator	3 months.
Do	Car repairer	Moving-picture operator Embalming	3 months.
Do Regina, Saskatchewan	Farmer, mail carrier	Typewriter repairing	6 months.
Saskatoon, Saskatchewan Alberta, Alberta	Farmer	Harness making	6 months.
Calgary, Alberta Edmonton, Alberta	Coal miner	do	Do.*
Calgary, Alberta	Dental mechanic		Do.*
Agassiz, British Columbia	Farm laborer		12 months
Vancouver, British Columbia.	Clerk Brakeman	PhotographyOxy-acetylene welding	6 months
Do	Compositor	Linotype operating	5 months.
Do	Printer	Linotype operator	5 months.
Vancouver, British Columbia . St. John, New Brunswick	Mining cook	Baker and pastry cook	2 months
Do	Sailor	Machine-tool operating Timekeeper	6 months
Do	None	Carpentering	8 months

Asterisk (\*) indicates that course had been approved and granted but not commenced on April 20, 1918.

## TUBERCULAR CASES.

One of the major problems of reconstruction in Canada consisted in the treatment of tubercular cases. Many of the men who developed active pthisis had never been overseas, but had developed the condition in the training camps. The hurried and superficial medical examination at the time of enlistment was principally responsible for the condition, and one of the first items of advice offered by the Canadians to their friends across the border, when the United States entered the war, was to take great care in examination for tubercular conditions prior to enlistment.

Once having accepted a tubercular man in the military forces, it became incumbent upon the Government to provide for him adequate treatment and care. The invalided soldiers commission has established a considerable number of tubercular sanatoria at points throughout the dominion, where the climatic conditions are favorable. Soon after the establishment of these sanatoria the question arose as to whether the men would profit physically and mentally from the provision of occupational work and vocational training. Within certain limits the medical officers in charge favored such provision.

The procedure at two of the tubercular institutions has been excellently described 5 by Mr. F. H. Sexton, vocational officer for Quebec and the maritime Provinces:

<sup>•</sup> American Journal of Care for Cripples, New York, 1917, v. 358-359.

Tuberculosis patients were divided into three classes; (1) Bed cases, (2) porch cases, and (3) cases which were allowed gradually increasing exercise. The work was started as an experiment at Laurentide Inn at Ste. Agathe des Monts, P. Q., in the middle of November, 1916. A special building had been erected for a workshop and it was fitted up with a modest equipment of woodworking machinery, carpenters' benches, etc. The reason for putting in powerdriven machinery was to obviate the necessity of the patients putting any undue strain upon the muscles of their chests. The windows facing south had the sashes removed and common cotton cheesecloth tacked in. This afforded free access of air without drafts. The typewriters were also placed in this building, and men who had progressed far enough to be taking exercise spent a certain amount of time here every day. They have done some very creditable work in wood and are beginning to do something in hammered metal. As the men become stronger and their strength rises toward normal, they naturally turn toward education, which will give them wage-earning power. For such men mechanical drawing, sign writing, typewriting, bookkeeping, motor mechanics, etc., is provided.

For porch cases light work such as embroidery, raffia, weaving, basketry, and study are provided and help the soldiers to pass the time.

For bed cases no educational work is attempted. All the vocational training is carried on under the direct observation of the medical officer.

Educational work at the Lake Edward Sanatorium, near Quebec City, was started on January 15, 1917. Here it was found that enough of the patients had had training and experience in various lines to act as instructors. Therefore a staff was selected to teach English, French, agriculture, bookkeeping, motor mechanics, and stenography and typewriting. These men were given \$15 a month each, in addition to their military pay and allowances, and the cost of instruction was kept down to a very low figure.

Each man who is allowed by the medical officer to take training is given actual teaching two days a week and enough work to keep him busy studying and practicing between lessons. When the weather becomes warmer the men will be able to do much more effective work on the porches. Equipment for woodworking and handicraft work will be installed if it appears from the experience at Ste. Agathe des Monts that this should be an integral part of the plant at each sanatorium.

The statistics of tubercular treatment on December 31, 1917, showed that 2,871 patients had been cared for. Of these, 1,983 had been overseas and 888 transferred from training camps in Canada. Of 1,405 cases under active treatment on that date, 1,180 were from overseas and 225 from camps within the Dominion.

### BLINDED SOLDIERS.

Blinded soldiers of the Canadian forces are by special arrangement trained at St. Dunstan's Hostel, in England. A few men who returned to Canada without going through the hostel are being trained at the Halifax School for the Blind.

There has been some discussion regarding the desirability of establishing in Canada a training school for blinded service men, but it continues to be the judgment of the commission that the wise course is to utilize the excellent facilities developed in England.





I. TRAINING IN MACHINE SHOP, KELVIN TECHNICAL SCHOOL, WINNIPEG.

II. TRAINING IN MACHINE SHOP, McGILL UNIVERSITY, MONTREAL.



# MEN OF IMPERIAL OR COLONIAL FORCES.

Vocational training facilities of the invalided soldiers commission are opened to disabled men discharged from the British forces providing the disability was incurred in the present war. For such men training allowances are paid by the representative of the British minister of pensions at Ottawa.

Courtesies are likewise extended to disabled soldiers of the other British Dominions. In such instances the Dominion from the forces of which the soldier was discharged defrays the actual expenses involved. In the early part of the war a number of disabled negroes were reeducated for the Government of Jamaica. Some Australians have likewise come under the care of the commission

Members of the forces of the allies of Great Britain who were bona fide residents of Canada at the outbreak of the war are also given reeducation at the expense of the Canadian Government.

# PLACEMENT.

The weakest link in the Canadian chain of rehabilitation has consisted in the facilities for placing disabled men in employment. Placement was considered to be a provincial matter, and there was constituted in each Province a commission charged with protection of the general interests of returned men and securing them employment. The first function has been excellently discharged by these provincial organizations; the second not so well.

When the necessity of establishing machinery for placing returned men in employment became evident, the Government called an interprovincial conference. A report 6 containing certain recommendations was submitted to the conference. Returned soldiers were classified, in relation to prospective employment, as follows:

Class 1.—Able-bodied men for whom the situations and positions they left have been kept open by patriotic employers.

Class 2.—Able-bodied men who were out of work at the time of enlistment or who have been superseded in their absence; and invalided and wounded men similarly situated who will become able-bodied after a period of rest in a convalescent home.

Class 3.—Invalided and wounded men who are unable to follow their previous occupation by reason of their disability, but who will be capable, after proper training, to take up other work.

Class 4.—Men who are permanently disabled and will be unable to earn their own living under any circumstances.

The provision of employment for members of the Canadian expeditionary force on their return to Canada and the reeducation of those who are unable to follow their previous employment because of disability. (Sessional Paper 35a, 1915.)

At the conclusion of the conference the following memorandum was adopted:

The representatives of the several Provinces in attendance at the conference agree to submit for approval to their respective governments the following suggestions, regarding the various problems involved in taking care of and finding employment for members of the Canadian expeditionary force who return to Canada during the period of war.

In case upon consideration the government of any Province deems it advisable to alter or amend any of their suggestions, or make any further suggestions, it shall immediately forward notice thereof to the provincial secretary of each of the other Provinces of Canada, with a view to having the same approved by the governments of such Provinces.

- 1. The military hospitals commission should undertake to assist and advise all provincial or local committees or organizations with respect to the best methods and plans to be adopted to attain the objects in view.
- 2. The government of each Province should appoint a central provincial committee consisting of such number of members as each Province may deem advisable.
- 3. All expenditure necessary in connection with the organization and administration of provincial and other purely local committees should be borne by the provincial or local authorities, or by voluntary contributions.
- 4. Each of the Provinces of Canada working through its central committee should assume the responsibility of endeavoring to find employment for discharged soldiers, who, upon their return to Canada, are physically and otherwise fit to assume such employment. All expenditures necessary in undertaking the duty should be borne by the Province.
- 5. The military hospitals commission should assume the responsibility of taking care of and providing for all returned soldiers who for any cause are incapacitated for employment, or who require special training or treatment before being able to undertake any employment.
- 6. With a view to assisting the commission in the discharge of its responsibilities in this regard, each provincial central committee should be constituted as a branch subcommittee of the commission, and should be under its direction. One of the members of the committee to be designated by the provincial Government should be ex officio a member of the commission.
- 7. Through its central committee each Province should furnish to the commission a detailed statement of the institutions and facilities within its borders which will be available for the purpose of taking care of and providing for the various classes of returned soldiers referred to in suggestion 5, including all necessary particulars regarding the accommodation available, and the terms and conditions under which such institutions and facilities may be made use of for the purpose mentioned under provincial and local administration.
- 8. All expenditures necessary in connection with carrying out the responsibilities referred to in suggestion No. 5, should be borne by the military hospitals commission, except such as are agreed upon by the respective provinces in the detailed statements to be furnished to the commission under suggestion No. 7.

In the above suggestions the conference has attempted to deal only with those problems which are pressing for the moment. There are, however, two other problems which demand attention. The first of them relates to the advisability of devising a practical method of placing returned soldiers on the land, under such conditions as will enable them to provide comfortably for themselves and

<sup>&</sup>lt;sup>7</sup> Canada, Military Hospitals Commission. Report, May, 1917, pp. 56-57.

families: this problem is so complex in its character that it would seem advisable to make it the subject of a special inquiry to be instituted by the Federal authorities. The other problem relates to the finding of employment for the large number of soldiers who, within a short space of time, will return to Canada upon the conclusion of the war. It is suggested that the commission as well as the provincial authorities should give the question their consideration with a view to arriving at a possible solution thereof at a subsequent conference.

In conclusion, the conference desires to assure the military hospitals commission that the provincial Governments of Canada are in hearty sympathy with the movement for making suitable provision for the returned soldiers. and will endeavor in every possible manner to facilitate the work of the commission by arranging to place at the disposal of the commission such provincial institutions and facilities as are available for the purpose.

The action proposed was taken immediately by the various provincial Governments. The titles of the commissions created, and the addresses of their head offices are as follows:

Ontario.—Ontario Soldiers' Aid Commission, 116 College Street, Toronto.

Quebec.—Soldiers' Employment Commission, 294 St. Catherine Street, Montreal.

Nova Scotia.—Returned Soldiers' Employment Committee, Metropole Building, Halifax.

New Brunswick.—The Returned Soldiers' Aid Commission, 49 Canterbury Street, St. John.

Manitoba.—Returned Soldiers' Manitoba Commission, 185 Lombard Street, Winnipeg.

British Columbia.—Provincial Returned Soldiers' Commission, Parliament Buildings, Victoria.

Prince Edward Island.—The Returned Soldiers' Commission, Box 306, Charlottetown, Prince Edward Island.

Saskatchewan.—Saskatchewan Division Military Hospitals Commission, McCallum Hill Building, Regina, Saskatchewan.

Alberta.—The Central Provincial Committee of the Military Hospitals Commission, 813-814 McLeod Block, Edmonton, Alberta.

In some instances the procedure of these commissions has been to impose disabled soldiers upon employers as a patriotic obligation, with little consideration of the men's fitness for the jobs to which they are sent out. The technique usually consists of registering open jobs, registering applicants for employment, and referring men almost indiscriminately to the positions available. Such method runs a great risk of discouraging and alienating employers.

In one large city this is done in the most impersonal way, and there is no follow-up whatever to ascertain whether the disabled man is satisfactorily and permanently placed. The system here just misses allowing the man to shift for himself. In view of the extensive, thorough, and expert attention requisite to the proper placement of crippled men, the Canadian work in this respect seems sus-

ceptible of very material improvement.

It is understood that the invalided soldiers commission plans soon to call a conference of the employment officers of the provincial commission, with a view to studying the needs of the situation, and standardizing and improving the practice in force.

## PUBLIC RELATION.

In attempting national work for the physical and economic rehabilitation of disabled soldiers, one of the absolutely essential features of the work is a campaign of public education. Toward the returned soldier the public means well but often acts unwisely. Were the principles on which the authorities are working more widely known, the interest of the community at large could be turned to good account.

This has been clearly recognized by the military hospitals commission, the Canadian official body charged with welfare of handicapped men discharged from military service. The commission has built up an extensive organization of convalescent homes and industrial training classes, and works in close cooperation with the special

employment agencies under provincial auspices.

The means of publicity are varied—stories and articles sent to the daily newspapers, the provision of magazine articles, the loan of lantern slides, and moving-picture films accompanied by a supply of descriptive leaflets for distribution to the audience, and the issue of posters descriptive of the work.

The objects of this publicity are to disseminate information regarding the facilities being provided for the returned soldier, to convince the ex-service man himself that his future prospects are good rather than hopeless, to disabuse the community of the notion that the crippled man is necessarily a helpless dependent, and to promote the most constructive possible spirit toward the disabled soldiers themselves.

One of the most familiar evidences of this campaign is a poster, printed in red and black, which has been widely distributed throughout the Dominion:

#### WHAT EVERY DISABLED SOLDIER SHOULD KNOW.

That there is no such word as "impossible" in his dictionary.

That his natural ambition to earn a good living can be fulfilled.

That he can either get rid of his disability or acquire a new ability to offset it. That the whole object of doctors, nurses, and instructors is to help him in doing that very thing.

<sup>•</sup> See Douglas C. McMurtrie. The Canadian publicity campaign in the interest of crippled soldiers; their reeducation and employment. American Journal of Care for Cripples. New York, 1917. v. 149-160.

That he must help them to help him.

That he will have the most careful and effectual treatment known to science. That interesting and useful occupations form a most valuable part of the treatment in the convalescent homes and sanatoria.

That if he can not carry out his first duty by rejoining his comrades at the front, and if there is no light duty for him with the Canadian forces overseas, he is taken home to Canada, as soon as his condition and the shipping facilities make this possible.

That his strength and earning capacity will be restored there to the highest degree possible, through the military hospitals commission.

That if he requires an artificial limb or kindred appliance it will be supplied free.

That every man disabled by service will receive a pension or gratuity in proportion to his disability.

That if his disability prevents him from returning to his old work he will receive free training for a new occupation.

That full consideration is given to his own capacity and desires when a new occupation has to be chosen.

That his own will-power and determination will enable him to succeed, both in the training and in the occupation afterwards.

That his maintenance and that of his family will be paid for during the training he may receive after discharge, and for a month longer.

That neither his treatment nor his training will cost him a cent.

That his home Province has a special commission to assist him in finding employment on discharge.

That hundreds of towns and villages have committees, associations, and clubs, to welcome him on arrival, and to help in securing a position for him.

That the Dominion and provincial Governments, the municipal authorities. and all sorts of employers, give the returned soldier preference in filling vacant positions.

That the returned soldier wishing to take up land and farm it, will be helped to do so, under Federal and other settlement schemes.

That the military hospitals commission exists to carry out his restoration and training in Canada.

That the board of pension commissioners exists to distribute the pensions provided by his country for him and his dependents.

That the military hospitals commission and the board of pension commissioners are in the position of trustees, appointed for his benefit, and representing the whole people of Canada.

That, therefore, he should write direct to the commission or the board if he needs advice or help.

Canadians are unanimously resolved that every returned soldier shall have a full opportunity to succeed. When that opportunity is put within his reach, his success will depend on his own good sense in seizing and using

Among the releases issued to the daily newspapers was one embodying an interview with Sir George Perley, high commissioner for Canada in the United Kingdom. An extract from this follows:

I sometimes wonder if we Canadians even yet completely realize what a vast difference it will make to the country if we do our best for our returned soldiers.

Name since changed to Invalided Soldier's Commission.

By "doing our best" for them, of course, I don't mean treating them like children or fools, which they are not. Let us give them the warmest possible welcome when they arrive, but don't let us stop at that. Don't let us imagine that cheering them and patting them on the back will help them to make a living.

I might add that one form of treating them is not merely a help but a hindrance, and a cruelty in the guise of kindness. A man already upset by wounds or sickness is more likely to be injured by liquor than one in sound health. No thinking man needs to be reminded of that.

We have begun well. We have established a liberal scale of pensions, but that is only a beginning. This country's resources are enormous; but they must be developed, not only to gratify our national pride in figures of trade and production, but to meet our heavy obligations. Yet we have not a tenth of the population required to develop these resources. We need the help of every man for this development, and very few indeed are so disabled that they can not be of some assistance.

The great majority of the soldiers who return invalided have, fortunately, the hope of a long life of useful and happy activity before them. Whether that hope will be realized depends on the treatment and training given them, and on their own willingness to take advantage of that training, both during their convalescence and later on. The military hospitals commission, by its thorough organization and the extreme care it takes to help men in this direction according to their individual and varying needs, is doing a splendid work for the men as well as for the country.

In fact, the importance of that work can not be too strongly insisted on. The public should be kept constantly informed about it, and should be helped to understand the problems involved, for it is necessary that every one should assist and cooperate in a great national effort to see that every man gets remunerative employment suited to his ability.

Another item in the service to newspapers was a signed article by A. R. Doble, president of the Khaki League, pointing out some of the specific obligations of the public to returned soldiers:

The military hospitals commission and many official and private organizations are spending much time and energy in behalf of the returned soldiers, but every Canadian citizen should and can take an interest in the national heroes.

Many have neither time nor opportunity to join an organization for that purpose, but much is to be done by individual and independent effort, intelligently directed. Here are a few suggestions which may help you to do your part:

When you see in the papers that any of the boys are returning to your neighborhood get together with a few of your neighbors and give them a hearty reception.

Don't treat them to alcoholic refreshments. Many of the men are not in normal state, owing to what they have been through. While, under ordinary circumstances, a drink might do them no harm, under present conditions it might be a very bad thing for them. You will not wish to do an injury to those who have endured so much for you.

Find out what jobs are vacant in your community. Make it a matter of pride for the employers to give the first chance to a returned soldier.

Encourage the men to get back to work. Loafing is bad for them as it is for any of us.

If you are an employer give the returned soldiers a fair show. It may take a little time for them to get their bearings. Have patience with them and encourage them-they have suffered so much for you.

Be in a position to advise the returned soldier where to go in case of need. If you see one in any difficulty try to help him out or go with him where he can get proper attention. Help the men who have helped you.

In another article for the daily press is traced the career of the disabled man who triumphs over his handicap.

#### VICTORY OVER WOUNDS.

Canada should be as proud of her wounded soldiers' victory over their wounds as she is of the glorious fights in which they fell. Their struggle up from the depths of disablement is often as hard, and even as heroic, as their desperate defense of Ypres or their dashing capture of the Vimy Ridge.

We hear little, altogether too little, of these hard-won victories by disabled men, because they are fought out in the seclusion of a hospital, not in the theater of war with the whole world looking on. But such victories deserve public recognition. They show the same spirit, the same pluck, and still more indomitable perseverance.

A preacher on Easter morning was thanked for the inspiring sermon he had just preached, on the resurrection. He said, "I had my text sitting in front of me—a man in khaki, with an empty sleeve. He has had two resurrections already. He was buried by a shell explosion, and was dug out only just in time to save his life. That was the first. He spent months in hospital, fighting his way back to health. That was the second.

"Doctoring and nursing, of course, did much for him; so did the exercises and occupations that they provide nowadays—perhaps the best part of the treatment. But the man himself was working out his own resurrection, by resolutely putting his own will-power into the task. Now he is almost ready to go out into the world, a better and abler man, he says, than he was before, in spite of his lost arm.

"While the rest of us are thinking of a resurrection beyond the grave, he has won a resurrection this side of it, to a new life of activity and independence among his fellow-countrymen."

Authentic cases resembling that are not rare in the records of the military hospitals commission. Here are a few that have just been communicated to us:

A mechanic who enlisted in the Princess Patricia's regiment was wounded, returned to Canada, spent three months in a convalescent hospital, and now earns double his former pay, having taken full advantage of the mechanical drawing and arithmetic classes carried on there. Writing to the hospital instructor, he says:

"When I enlisted, I was earning about \$3 a day at my trade. At present, and since my discharge from military service, I am, technically, a better man all around; I am able now to hold a job as foreman in a machine shop, with more than twice the salary I was getting before. This benefit to me is greatly due to your practical information, and my only regret is that I was unable, after my discharge, to continue instructions with you as you had advised."

Another letter received is from an ex-private in the Thirteenth Battalion. Before enlistment, he was getting \$12 a week as driver on a city milk round. "I always had a liking for drawing," he says, "and felt that if ever I had the chance I would take up a course in mechanical drawing." This opportunity came to him at one of the commission's convalescent hospitals. After six weeks' application to the work there, he was able to secure an appointment with a salary beginning at \$75 a month, with good prospects of advancement.

A locomotive fireman enlisted, was severely wounded, and had to have his left arm amputated. Under the commission's scheme of reeducation, which is offered to all men incapacitated for their former work by service, he received special training in telegraphy and railway routine. As a result, he secured an appointment as station agent and despatcher, at \$110 a month.

Still another patient, formerly a mechanic, passed the civil service qualifying examination after instruction in hospital, and has got a customhouse position at \$900 a year, rising to \$1,500.

A man who had been a guide and trapper, and had never handled tools, returned from the front with one eye destroyed by a wound and the sight of the other eye impaired. In spite of all these old and new disabilities, by putting his mind to it he rapidly developed such skill in the hospital workshop that very soon he was clearly on the way to become a first-class carpenter.

Equally remarkable is the case of a Polish laborer. He came to Canada six years ago, and worked in a coal mine till he enlisted. At the front, he was both gassed and burned. Though he knew absolutely nothing about carpentry to begin with, after two months- of instruction in hospital he also acquired an extraordinary mastery over the tools.

Not every man, of course, can "double his pay." But one of the most cheering facts proved by experience during the war has been this—that almost all the disabled men, including the very seriously wounded, can be equipped once more with power to earn a good living.

And often, as Lord Shaughnessy said the other day, the occupations and training provided by the military hospitals system "reveal astonishing talents which even the man himself did not know he possessed."

Still another release points out first the obvious obligation and next the more fundamental one.

### FOR JUST ONE MAN.

A soldier arrived at a town in Ontario the other day, invalided home from the war, and the whole town turned out to meet him.

Just for one man.

Sixty motor cars in procession, a brass band, a public meeting, an address of welcome, a presentation of a gold watch—all just for one man.

He deserved it all; we are quite willing to take that for granted; but, if all this appreciation is due to one man, how much is due to the hundreds coming back every month?

Brass bands are not to be despised, still less are gold watches. Welcome the brave, with cheers and full musical accompaniment, if you will. Strong feelings often demand loud expression. In fact, when we hear of men coming back and finding no one at the station to welcome them, we feel that something has been left undone which we ought to have done. See to this, Canadians, everywhere.

But that is only a beginning. There is something much more important and lasting that we must see to.

Every man coming back is of some value to the community. That value has been reduced by injury or sickness. We must increase it again by every available resource of medical and educational science.

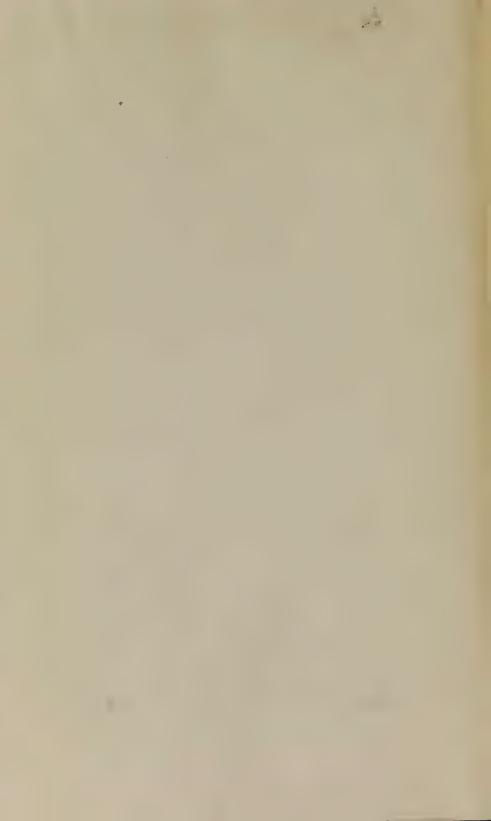
"That is what the military hospitals commission is doing," it may be said, and truly. But the commission is only doing it on your behalf, as representative of the public.





 MECHANICAL DRAFTING IS AN ADJUNCT TO ALL TRADES AND ALSO A VOCA-TION IN ITSELF, CALGARY.

II. MODEL OFFICE FOR FINAL PRACTICE OF COMMERCIAL WORKERS, WINNIPEG. 240



The individual members of the public can help and ought to help.

The friends of a returned soldier in a convalescent hospital can encourage him to take all possible advantage of the educational classes and physical training, and to seize opportunities of employment or continued training when he comes out

The public at large, whether as friends of particular soldiers or not, can help the affiliated provincial commissions to find employment for all.

Every man doing steady work suited to his capacity is a gain to himself and his country.

Every man left idle, or performing some trifling task beneath his capacity. or trying to do work he is unfit for is wasted.

And Canada can not afford to waste a man.

As in all the belligerent countries the returned men have been influenced adversely by the expression of maudlin and pointless sympathy, by lionization at the hands of society ladies, and by ill-judged hospitality in general. The Canadians who were socially wise have had their hands full combating these tendencies.

There has been a distinct effort in Canada to prevent crippled men taking jobs dependent for their existence on the abnormal labor conditions in time of war. According to one bulletin: "Many wounded soldiers have been tempted by these apparently seductive openings. The military hospitals commission has been waging a constant struggle to persuade the disabled to avail themselves of the regulation permitting the commission to go to almost any length in training them in permanent callings where their disability will be no handicap to efficient work. Thoughtful people realize that unless the man with a disablement has greater skill than his fit competitor in the labor market he will naturally be passed over by employers who have efficiency in their shops to consider." 10

It is further realized that the consideration of the community for the crippled soldier, which is acute during the period of war, falls off after peace is declared. "The inevitable decline in public sympathy for the wounded is constantly held before the soldiers in the convalescent hospitals, and the fate of the typical 'old soldier' after other wars is held up as an object lesson to inspire those who have made such great sacrifices for Canada to take no chance of falling into this class a few years hence."11

The military hospitals commission has prepared a film illustrating the provision made for the disabled Canadian soldier after his return from over seas. Among the details illustrated are the arrival at Halifax, the clearance through the discharge depot, the hospital train ride, the life in the convalescent home, the recreations, the various kinds of treatment, the vocational training, and, lastly, the dis-

<sup>10</sup> Canada, Military Hospitals Commission. Bulletin, November, 1917, p. 4. u Canada, Military Hospitals Commission. Bulletin, November, 1917, p. 5.

charged soldier in spite of a disability working at his job, self-

supporting, independent, and a sturdy citizen.

The film will be used for the purpose of public education within the Dominion and will also be exhibited to disabled soldiers in the military hospitals in England. The message which the moving picture conveys, according to the commission, is "that injury does not mean pauperism, that every man is given a chance to make good under circumstances devised by scientific men who have applied themselves to the various subjects under which assistance can be given. But the alternative will be indicated. The man who gives up, who does not try to achieve victory over his wounds will be shown his ultimate fate—vagrancy." The film was also sent abroad for exhibition in London on the occasion of the recent interallied conference.

Training is being offered to-day in Canada at the following institutions and in the subjects specified. Where the name of the training center is preceded by a dagger (†) it indicates that work within the category of vocational reeducation is in progress. At other institutions the instruction falls within the more informal category of occupational work.

## UNIT A.

- † Montreal Technical School, Montreal, P. Q. Drafting, motor mechanics, civil service, business, English and French, stenography, carpentry, French polishing, carpentry and pattern making, electric wiring, mathematics.
- † McGill University, Montreal, P. Q. Machine-shop practice, electrical work, geometry and mechanical drafting, telegraphy.
- † Industries, Montreal, P. Q. Industrial.
- † College of Pharmacy, Montreal, P. Q. (Classes operated in this building by Invalided Soldiers' Commission.) Shoe repairing, shoemaking, general brass work.
- Laurentian Sanitarium, Ste. Agathe des Monts, P. Q. Needlework, telegraphy and typewriting, civil service, woodwork, French, weaving.

#### UNIT B.

- Camp Hill Convalescent Hospital, Halifax, N. S. General education, handicrafts, telegraphy, machine-tool operating, care and operation autos.
- † Nova Scotia Agricultural College, Fruro, N. S. Agriculture.
- † Dominion School of Navigation, Halifax, N. S. Navigation.
- † Pine Hill Convalescent Home, Halifax, N. S. General, art novelties, shoe repairing, automobiles, woodworking.
- Nova Scotia Sanatorium, Kentville, N. S. General, auto mechanics, telegraphy, commercial, industrial arts.
- † Nova Scotia Technical School, Halifax, N. S. Drafting, machine-tool operating, shoe repairing, steam-engine operating, strength of materials and machine design, electrical engineering, motor mechanics, instruction of janitors.
- † School for the Blind, Halifax, N. S. Practical massage, Braille reading, shoe repairing.

<sup>12</sup> Canada, Military Hospitals Commission. Bulletin, November, 1917, p. 13.

Moxham Convalescent Home, Sydney, N. S. Woodwork, motor mechanics, gen eral education, commercial.

† Victoria School of Art. Halifax, N. S. Lettering.

† Canadian School of Telegraphy, Halifax, N. S. Telegraphy.

Wellington Station, Halifax, N. S. Telegraphy.

† Maritime Business College, Halifax, N. S. Business.

Ross Convalescent Home, Sydney, N. S. Automobile operation, commercial,

† Glace Bay, Cape Breton, N. S. Coal mining.

Dalton Sanatorium, New Wiltshire, P. E. I. General,

#### UNIT C.

- † Grand Trunk Railway Power Station, Ottawa, Ont. Stationary engineering.
- † Ewing's Civil Service School, Ottawa, Ont. Civil service.
- † Ottawa Car Company, Ottawa, Ont. Machinist, car repairs.
- † Gowling Business College, Ottawa, Ont. Commercial.
- 7 Willis Business College, Ottawa, Ont. Commercial.
- † Invalided Soldiers' Commission Drafting Department, Ottawa, Ont. Drafting.
- † Sanford Fleming Home, Ottawa, Ont. Woodwork, motor mechanics, commercial, preparatory, stenography, telegraphy,
- † Kemptville Engineering Co., Kemptville, Ont. Stationary engineering.
- † Shawville Power House, Shawville, P. Q. Stationary engineering.
- † Brockville Business College, Brockville, Ont. Commercial.
- † Peterboro Business College, Peterboro, Ont. Commercial.
- † Dier's Telegraphy School, Ottawa, Ont. Telegraphy.
- † Queen's University, Kingston, Ont. Arts, high-school education, medicine, science, theology, farm mechanics, electrical engineering, telegraphy, motor mechanics, woodworking, commercial, civil service, elementary, steam and gas engine operation, shoemaking, highway engineering, drafting.
  - Memorial Sanatorium, Kingston, Ont. Machine-shop practice, commercial, stenography, motor mechanics, civil service, barbering, fancy work, movingpicture operation.
- † Ontario Military Convalescent Hospital, Cobourg, Ont. Arts and crafts, showcard writing.
- † Elmhurst Convalescent Hospital, Kingston, Ont. Elementary education and civil service.
- † Tractor School, Kingston, Ont. Tractor repairs.

### UNIT D.

- † Union Shoe Repair Co., Toronto, Ont. Shoe repairing,
- † Russell Motor Car Co., Toronto, Ont. Machine-shop practice.
- † J. C. Williams, Toronto, Ont. Lens grinding.
- Mason & Risch, Toronto, Ont. Piano tuning.
- † P. W. Ellis Co., Toronto, Ont. Polishing.
- † McLaughlin Carriage Co., Toronto, Ont. Auto repairs.
- † Luxfer Prism Co., Toronto, Ont. Lead glazing.
- † Jones & Moore, Toronto, Ont. Apprenticeship.
- † Electrical Maintenance & Repair Co., Toronto, Ont. Electrical repairing.
- † Douglas Bros., Toronto, Ont. Sheet-metal work.
- † Vokes Hardware Co., Toronto, Ont. Hardware.
- † J. McLean, Toronto, Ont. Cutting.
- † Thompson Monument Co., Toronto, Ont. Drawing.
- † Roden Bros., Toronto, Ont. Polishing.
- † Lanston Monotype Co., Toronto, Ont. Operating.
- † Torento Nautical School, Toronto, Ont. Presh-water navigation.

- † Standard Bronze Co., Toronto, Ont. Electrical-fixture making.
- † Carter Welding Co., Toronto, Ont. Oxyacetylene welding.
- † Toronto General Hospital, Toronto, Ont. X-ray operating.
- † College Street Convalescent Hospital, Toronto, Ont. Shoe repairing.
- † Bell Telephone Co., Toronto, Ont. Switchboard installation.
- † Euclid Hall, Toronto, Ont. Elementary, occupational therapy.
- † Lansdowne School, Toronto, Ont. Elementary and civil service.
- † Great North Western Telegraph Co., Toronto, Ont. Telegraphy.
- †Artificial Limb Factory (Invalided Soldiers' Commission), Toronto, Ont. Orthopedic bootmaking.
- † Simcoe Business College, Simcoe, Ont. Commercial.
- † Toronto Linotype School, Toronto, Ont. Linotype operating.
- † Grand Trunk Railroad, Bethany, Ont. Telegraphy.

Freeport Sanitarium, Kitchener, Ont. Civil service, manual training.

- † Broadway Church, Toronto, Ont. Music.
- † Central Technical School, Toronto, Ont. Testing cement, machine-shop practice, plumbing, cabinetmaking, electricity, electric wiring, power-plant engineering, motor mechanics, machine design, art and design printing, moving-picture operating oxyacetylene welding, drafting, chemistry.
- † Military Orthopedic Hospital, Davisville, North Toronto, Ont. Commercial, mechaical drafting, telegraphy, shoe repairing, civil service, stenography, woodworking.
- † University of Toronto, Toronto, Ont. Mining engineering, farm-tractor courses, surveying.

Central Military Convalescent Hospital, Toronto, Ont. English.

†Central Y. M. C. A., Toronto, Ont. Telegraphy, civil service, English and French, freight clerking, commercial, preparatory.

†Brunswick Avenue School, Toronto, Ont. Commercial, stenography.

†Brunswick Garage, Toronto, Ont. Motor repairs.

†Minster Myles Co., Toronto, Ont. Office work.

†Toronto Tool Co., Toronto, Ont. General mechanics.

†Whitby Convalescent Hospital, Whitby, Ont. Shoe repairing, telegraphy, commercial, drafting, special pupils, manual training, arts and crafts, elementary and civil service, farm tractor repairs, auto mechanics.

Muskoka Free Sanitarium. Gravenhurst, Ont. Poultry and beekeeping, fancy work, music, French.

†Wood Shoe Co., Hamilton, Ont. Shoe repairing.

†Williams Shoe Co., Hamilton, Ont. Shoe repairing.

†Askew Shoe Co., Hamilton, Ont. Shoe repairing.

†Hamilton Garage, Hamilton, Ont. Motor mechanics.

†Casey Garage, Hamilton, Ont. Motor mechanics.

†Patterson Garage, Hamilton, Ont. Motor mechanics,

†McLaughlin Garage, Hamilton, Ont. Motor mechanics,

†Howard Music Studio, Hamilton, Ont. Music.

Mountain Sanitarium, Hamilton, Ont. Woodworking, stenography, commercial, civil service, telegraphy, clay modeling.

†Hamilton Technical School, Hamilton, Ont. Machine-shop practice, woodwork, miscellaneous, mechanical drafting.

Brant House, Burlington, Ont. Shoe repairing, machine shop, carpentry.

## UNIT E.

Savard Park Convalescent Hospital, Quebec, P. Q. Woodwork, motor mechanics, poultry, business.

Lake Edward Sanitarium, Lake Edward, P. Q. General subjects, English, stenography and typewriting, motor mechanics and agriculture.

### UNIT F.

Ontario Agricultural College, Guelph, Ont. Agriculture.

†Galt Business College, Galt, Ont. Commercial,

†St. Thomas Business College. St. Thomas, Ont. Commercial

†Solid Leather Co., Preston, Ont. Shoe cutting.

†McClary Mfg. Co., London, Ont. Metal polishing.

†Globe Casket Works, London, Ont. Metal polishing.

†Petit Pattern Works, London, Ont. Pattern making.

†Barrett's Barber Shop, St. Thomas, Ont. Barbering.

†Auto Supply Co., London, Ont. Motor mechanics.

†Frank Raffaele, London, Ont. Barbering.

†Dr. Bracey, V. S., Guelph, Ont. Veterinary work.

†McCracken Show Case Co., London, Ont. Wood polishing.

Guelph Collegiate Institute, Guelph, Ont. Junior matriculation.

†Military Convalescent Hospital, Guelph, Ont. Farm tractor, commercial, elementary and civil service, agriculture, shoe repairing, motor mechanics, manual training, music, book making, gardening, barbering, mathematics, bookkeeping.

†Military Convalescent Hospital, London, Ont. Farm tractor, academic instruction and civil service, wood carving, shoe repairing, carpentry, cabinet-making.

†London Auto School, London, Ont. Auto mechanics.

†Farm Tractor School, London, Ont. Farm tractors.

†O'Brien Business College, London, Ont. Commercial.

†Westervelt Business College, London, Ont. Commercial.

†London Technical School, London, Ont. Machine-shop practice, barbering, cabinetmaking, carpentry, drafting, commercial, motor mechanics, farm tractor, civil service, pattern making.

### UNIT G.

† Manitoba Military Convalescent Hospital, Tuxedo Park, Winnipeg, Man. Carpentry, French polishing, sanitary inspection, artificial-limb making, shoemaking, arts and crafts, photography, barbering, printing, sign writing, stationary and civil engineering, drafting, machine-shop practice, theoretical farm mechanics, blacksmithing, horticulture, farming, stenography, book-keeping, practical mathematics, general education, typewriting, civil service, electrical construction, poultry keeping, oxy-acetylene welding, motor mechanics, automobile theory, practical farm mechanics.

## UNIT H.

Ross Park Hospital, Moose Jaw, Sask. Shoe repairing, commercial, general, telegraphy, care of autos.

Provincial Sanitarium, Fort Qu'Appelle, Sask. Woodwork.

Earl Grey Sanitarium, Regina, Sask. Woodwork.

† St. Chads Military Convalescent Hospital, Regina, Sask. General, woodwork.

† Saskatoon Military Convalescent Hospital, Saskatoon, Sask. Civil service and general, telegraphy, shoe repairing, commercial.

7 University of Saskatchewan, Saskatoon, Sask. Farm motors, woodworking, blacksmithing, motor mechanics, auto operation, law, gas engine, science, steam engine, association agriculture, animal husbandry.

† Leather & Sports Co., Saskatoon, Sask. Harness repairing.

† Underwood Typewriter Co., Regina, Sask. Typewriter repairs.

- † Stable's Barber Shop, Regina, Sask. Barbering.
- † Lemery Denison Electric Co., Saskatoon, Sask. Telegraphy.
- † Government Telephones, Saskatoon, Sask, Telegraphy.
- † Roseland Moving-Picture Theater, Regina, Sask. Moving-picture operation.
- † Johnson Bros., Regina, Sask. Photography.
- † Federal Business College, Regina, Sask, Commercial,
- † Picture Show, Carlyle, Sask. Moving-picture operation.
- † Plumbing Shop, Humboldt, Sask. Plumbing.
- † Saskatchewan Harness Exchange, Saskatoon, Sask. Harness manufacturing.
- † A. E. Young, Saskatoon, Sask. Embalming.
- † John East Iron Works, Saskatoon, Sask. Oxyacetylene welding.
- † Strebb Electric Co., Saskatoon, Sask. Electricity.
- † Normal School, Regina, Sask. Teachers' course.
- † Chevrolet Motor Co., Regina, Sask. Storekeeper.

#### UNIT I.

- † Ogden Military Convalescent Hospital, Calgary, Alta. Preparatory, type-writing, handicrafts, preliminary civil service, qualifying civil service, English for non-English speaking men, commercial, motor mechanics, building inspection.
- † Institute of Technology and Art, Calgary, Alta. Woodwork, manual training, heating-plant practice, motor mechanics, railway drafting, sanitary inspection, building inspection, commercial, telegraphy, surveying, gas and steam engine practice, machinist work, electricity, stationary steam engine operation.
- † Military Convalescent Home, Edmonton, Alta. Preparatory, handicrafts, commercial, gardening, stenography.
- † Provincial Normal School, Calgary, Alta. Teachers' course,

#### UNIT J.

- † Fairmont Convalescent Home, Fairmont, B. C. Practical mathematics and strength of materials, arts and crafts.
  - Qualicum Beach Convalescent Home, Qualicum Beach, B. C. Motor engineering, arts and crafts, general and commercial, agriculture.
  - King Edward Sanitarium, Tranquille Beach, B. C. Drafting, business, vulcanizing.
  - Vancouver General Hospital, Military Annex, Vancouver, B. C. Handicrafts. Balfour Sanitarium, Balfour, B. C. Woodwork, bookkeeping, stenography, mechanical drafting, English, algebra.
- † Shaughnessy Military Convalescent Hospital, Vancouver, B. C. Civil service, barbering, telegraphy, shoe repairing, commercial, general, woodworking, arts and crafts, motor mechanics.
- Resthaven Convalescent Home, Sydney, B. C. Motor mechanics, commercial, woodwork, mechanical drafting, blacksmithing.
- † Esquimalt Military Hospital, Victoria, B. C. Arts and crafts, drafting.
- † Fredericton Business College, Fredericton, N. B. Commercial.
- †Armouries Military Convalescent Home, St. John, N. B. General, woodwork, telegraphy.
- † McAvity and Son, St. John, N. B. Machine-tool operation.
- † G. Bates, St. John, N. B. Carpentry.
- † St. John's Business College, St. John, N. B. Business.

### IX.

# OTHER BRITISH DOMINIONS.

## AUSTRALIA.

The work of reinstating returned soldiers in civil life is known in Australia as "repatriation." When the necessity of providing aid for returned soldiers first began to claim public attention in Australia, a number of patriotic men, acting in a private capacity, formed an organization to take up the work. Through private contributions, supplemented by Government grants, this organization raised a large fund, known as the Australian Soldiers' Repatriation Fund, which was used to supply systematic aid to discharged and disabled Australian soldiers.

As the number of returned soldiers increased and repatriation became a constantly bigger and more complex problem, the country began to recognize that the work of repatriation should be accepted as a national responsibility. It was seen that the work would be more costly than had been anticipated, and that its nature and extent were such that it could not be properly discharged by undirected and uncoordinated private endeavor. The nation had put forth an organized effort to enroll these men in the army, and it was felt that it should make an equally organized effort to return them to civil life.

Acting on this principle, the Government introduced a bill creating the machinery necessary to enable it to undertake the work of repatriation. The bill was passed by the Commonwealth parliament in September, 1917, and is known as the Australian soldiers' repatriation act. It places the control of the general policy of repatriation in the hands of a repatriation commission of seven members. The minister of state for repatriation is chairman of the commission, and the other members are persons appointed by the governor general. Two of the members of the commission must be returned soldiers. The duties of the commission are to plan the work of repatriation and to see that its plans are carried into effect. The actual work of carrying out the plans of the central commission is placed in the hands of state repatriation boards, created in the capital city of each state by the

repatriation act. Each state board, like the central commission, consists of seven members appointed by the governor general. Two members of these boards also must be returned soldiers or sailors. Further decentralization of the work is provided for by the creation of local or district boards in each state to act as agents or deputies of the state boards.

By the terms of the repatriation act the repatriation commission was authorized to take over the properties and securities of the Australian soldiers' repatriation fund. All additional sums necessary for carrying on the work are to be appropriated by Parliament for the purpose. The commission will make no appeals for private contributions to the central fund, as that fund is to be entirely supported by the national treasury, but the local committees may raise funds in their districts and disburse them. Their activities in this connection are controlled by the state board, and their books are subject to auditing by the state board.

Since the repatriation act was only a machinery bill, designed to create the organization which could carry on the work of repatriation under Government control, it gives no idea of what kind of work the Government intended to instigate by means of that organization. Nor have there come to hand any reports upon what has been accomplished in Australia subsequent to the passage of the act. A speech delivered in the Australian Senate by Senator Millen, of the Australian Executive Council, gives, however, a brief outline of the scheme which the sponsors of the bill hoped to launch. One may assume that on the passage of the measure this scheme has to a greater or less extent been carried out.

The first task of the repatriation commission, according to Senator Millen, would be to register the condition and requirements of all returning soldiers. An effort would be made to secure this registration before the arrival of the soldiers in the country, possibly on the transports or even before their departure from England, in order that the commission might know as early as possible with what numbers they would have to deal and the needs, wishes, and aptitudes of the individuals. Under the old system a soldier was registered at the repatriation office only when he applied there for help. As he did this usually only when his need for relief or for a job was urgent. he had to be granted pecuniary help while the repatriation authorities looked up a suitable opening for him. If he had been registered before his discharge, the delay and the extra cost would have been avoided. All registrations, which in fact amount to applications for employment, would be dealt with, according to Senator Millen's statement, by the state boards, assisted by the local committees. Local committees would be expected to investigate employment on-

portunities and to form really a chain of labor agencies for returned soldiers

It has been learned from other sources that the placement work carried on by the repatriation commission is actually rather crude in character and susceptible of considerable improvement through the application of more scientific methods. Employers are requested to register their needs for workers, and men who apply for positions are sent out to the positions so registered. There appears to be no field work by the employment officials and no follow-up system to see that the men are satisfactorily placed.

In order to provide the proper help for men whose disabilities prevent them from securing remunerative work without retraining, the repatriation commission, according to Senator Millen, will provide preliminary training in curative workshops attached to the hospitals and more advanced training in some way yet to be determined upon. The repatriation commission, in conjunction with the minister of defense, has already taken steps to establish curative workshops in connection with the hospitals in Sydney and Melbourne. One system of advanced technical training which has been proposed is to place the men as apprentices with private employers, under an arrangement by which the employers would pay the apprentices the minimum wage in the trade, but would be reimbursed by the Government for the amount by which this wage exceeded the actual value of the man's work.1

For the totally incapacitated, Senator Millen suggested that homes might be established for those who chose to become inmates of them. and that a special allowance of 10 shillings a week might be granted to others who preferred to be cared for by their friends or families.

Artificial limbs are provided by the defense department, which manufactures them in two factories established as an emergency measure in Melbourne and Sydney. When the first amputation cases returned to Australia, artificial limbs had to be imported from England, and as individual fitting and special devices could not be obtained at such long range, they were often unsatisfactory. surgeon general of the defense department decided then to initiate the home manufacture of artificial limbs and other needed appliances. He engaged an expert from America to start a first factory in Melbourne and detailed men trained in this shop to start a second factory in Sydney. Branches have been established in some of the other States to do the fitting and repair work. The military medical authorities expect to hand this work over later to civilians.

Land settlement is an important part of Australian repatriation That men should be encouraged to settle upon the land has for some time been an accepted policy of the State governments.

<sup>1</sup> American Journal of Care for Cripples, New York, 1918, v. 2.

Any measure, therefore, that places returned soldiers upon the land serves not only to discharge the nation's obligation to the soldier, but also to promote the country's development.

At a conference held in February, 1917, between representatives of the Commonwealth and the State governments, the usefulness of land settlement as a repatriation measure was recognized, and arrangements were made to divide the cost between the Commonwealth and the several States. It was agreed that as the States possessed Crown lands, had land departments, and controlled land legislation, they should undertake to provide the land and to place the soldier settlers on it. The Commonwealth government undertook to loan to the settler a sum of money which would enable him to make improvements, and to buy seeds, plants, stock, etc. The limit of these loans was fixed at first at £500, but the States have asked the Commonwealth to increase this to £750 in some cases. It is felt that in wheat farming especially the average man has small chance of success if he starts out with a smaller capital.<sup>2</sup> In general, land is given free for the first five years; after that small payments are required. The money for equipment is loaned at 7 per cent, of which 5 per cent covers the interest charge and 2 per cent goes toward amortization of the capital amount.

Some time ago Australian soldiers in camp both at home and abroad received cards on which they were asked to state their wishes as to future occupation. From their replies it appeared that some 40,000 wished to go upon the land. The average cost to the State of providing a holding is estimated at £1,000. With £500 for improvements added to this, the total cost of land settlement will amount to £60,000,000.

It has also been agreed between the Commonwealth government and the States that training farms should be established in order to equip the soldier settlers in some measure for their new tasks. The cost of such training farms is to be divided equally between the Commonwealth and the State.<sup>3</sup>

## NEW ZEALAND.

There has been established in New Zealand a special department of the Government to obtain suitable employment for the returned soldier and also, by any other means, to assist in his readaptation to civilian life. As most of the men discharged from the forces up to the present time are those who have been invalided home from the front, it follows that the major activity of the Discharged Soldiers' Information Department has been looking out for the welfare of crippled and disabled men.

<sup>&</sup>lt;sup>2</sup> Millen, E. D. Speech on the Australian Soldiers' Repatriation Bill. Melbourne, 1917. <sup>3</sup> Monthly Review of the U. S. Bureau of Labor Statistics, v. No. 4, p. 55.

The New Zealanders have laid special stress on the importance of getting in touch with every single returning man, inquiring regarding his situation, and offering such assistance as is available. To this end arrangements were made for representatives of the department to board each incoming transport, and to obtain in preliminary form from the men themselves the items of information desired for record. Later on this system was further improved through arranging to have the principal data listed by the military authorities on board the transports while still at sea. The information is then completed by the department's officers upon arrival in port, and the cards for the central register are written up without delay.

## LOCAL COMMITTEES.

An important factor in the department's work is the chain of local committees.4 The personnel of these committees is drawn, almost without exception, from influential citizens who are officers or members of the local patriotic societies. In fact the committees are often subcommittees of these societies, and if not in this relation, are in most intimate touch with them. Knowing the resources and opportunities in their home community, the members of a local committee are able intelligently to advise regarding the course of action in an individual case under discussion.

The man, when first listed, is as vet undischarged, and therefore still under the jurisdiction of the defense department. So after advice regarding the home-coming man is forwarded informally to the local patriotic organization, his card is filed in the central register of the Discharged Soldiers' Information Department under the classification "not ready for action."

The military authorities notify the department a few days in advance of a man's discharge from the strength, and arrangements are thereupon made to have him personally interviewed. The local police officials are often delegated with the duty of this visit. The interviewer is provided with a blank report to fill out, and with a circular of information to give to the soldier. He is cautioned that the inquiries should be made in a sympathetic spirit, in order that there may be formed a true estimate of the man's needs and merits.

<sup>&#</sup>x27;To date local committees have been established in the following communities throughout the Dominion: Whangerel, Dargaville, Auckland, Hamilton, Cambridge, Thames. Paeroa, Waihi, Te Aroha, Rotorua, Tauranga, Opotiki, Te Awamutu, Te Kuiti, Taumarunui, Taihape, Marton, Feilding, Palmerston, North, Taranaki, Wanganui, Gisborne, Napier, Hastings, Dannevirke, Pahiatua, Wairarapa, Wellington, Blenheim, Nelson, Westport, Greymouth, Hokitika, Christchurch, Ashburton, Timaru, Oamaru, Dunedin, and Southland.

## The form calls for answers to the following inquiries:

To be answered in all cases:

- Name and address of soldier.
   Is the man of good character?
   Are his surroundings respectable?
   Is he living with relatives or with whom?
- 2. Is he in good health or is he still suffering from disease or wounds?
- 3. Is he fit for employment, and, if so, has he obtained employment, and what are his wages? If he has not, does he desire employment, and, if so, what kind of employment does he wish for?
- 4. What are his means outside his wages?
- 5. Has he received assistance from any patriotic society, etc., and, if so, give amounts and dates?
- 6. Is he receiving full military pay?
- 7. Have you handed the man the information leaflet inclosed herewith?

  To be answered in cases of men at present incapacitated but likely to make a good recovery:
  - 8. When is he likely to be sound and well and ready for work?
  - 9. Is he desirous of present employment, and, if so, what work could he undertake?
- 10. What employment is he desirous of undertaking when restored to health? To be answered in cases of men permanently disabled by sickness or wounds:
  - 11. What is the nature of his disablement?
  - 12. What employment do you think the man is capable of?
  - 13. What are his own ideas on the subject?
  - 14. If unemployable, in what way do you think he could be best assisted?
  - 15. Has he applied for a war pension? If a war pension has been granted, what is the amount?

If the man does not require the department's assistance, please obtain his signature here:

I do not require the department's assistance in obtaining employment.

[Signature.]

Any other information which interviewing officer can supply.

[Signature,]

#### [Date.]

Very naturally a considerable number of the men do not require specific assistance. They may have a business or a farm to return to, or be in possession of private means. Others are found to be already employed or to have had employment promised them. In such cases the man's record card is transferred to the "disposed of" section of the register.

The records of men who are under curative treatment and are not yet ready for employment are filed temporarily in the "under action" section of the register. Except in instances of systematic neglect to reply to communications, a case is not abandoned until employment shall have been obtained or the office definitely informed that its assistance is not required.

Any inquiries on the part of the men regarding land settlement or pensions are referred to the departments of the Government having these matters under jurisdiction. Cases where the men have applied for or inquired regarding employment are regarded as active. In seeking positions to meet these demands every possible agency is employed.

## PROPAGANDA FOR EMPLOYMENT OPPORTUNITY.

The department has conducted a propaganda to secure preference in employment opportunity for returned men. It has communicated with local authorities, patriotic organizations, farmers' unions, and private employers and has found the response, on the whole, extremely favorable. The Government has instructed all the departments that ex-members of the expeditionary force are to be given preference for all vacancies which they are qualified to fill. The local labor offices act on the same principle. As a result a great many men have been appointed by the public service commissioner or secured employment by the branches of the labor department. The railway department has helped to the best of its ability, but has itself been under necessity of providing for its own former employees who have returned disabled from the front.

The man desirous of obtaining employment is instructed to get in touch with the local committee in his home district. The case is then charged against the committee on the record of the department. If necessary, there are sent periodical reminders inquiring regarding progress, and advising of any apparently suitable vacancies which have come to the knowledge of the central office. The department communicates to the committees all offers of employment which come to its notice. In the case of new offers it makes an inspection of the cases charged against the committee in the locality where the work is available, and telegraphs this committee directing attention to any men who seem suitable candidates for the vacancies.

The department keeps a double card index of the men awaiting employment. One set of cards is classified according to occupation; a second according to district of residence. Offers of employment are likewise suitably indexed.

A statement indicating the number of candidates for employment in each district is sent out weekly to the local committees. This serves as a check on their number of open cases, and incites friendly rivalry between the committees to keep down the number charged against them.

Up to January, 1918, the total number of men who had been registered by the department was 14,240. This number included the general type of invalid as well as the men physically disabled. The cases were subject to the following classification:

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The results of an effort to provide special training or reeducation for disabled men have not, on the whole, been encouraging. Although the opportunities are brought systematically to the attention of the men, the response has been indifferent. But the work is as yet new, and there are several factors that seem in some degree to account for the situation.

## STIMULUS TO UNDERTAKE TRAINING.

The advantage of training for disabled men in contradistinction to acceptance of immediate makeshift employment is argued by the department in a recent booklet:

Although the department endeavors to dissuade men capable of more skilled work from taking up billets such as messengers, lift men, and other temporary jobs, with the risk of constantly recurring unemployment, very many disabled soldiers decline to avail themselves of the facilities offered for training them in new trades, either because of wrong ideas on the subject or through ignorance of the thorough tuition that can be afforded them. Some no doubt are tempted by the immediate offer of good wages; others, although assured to the contrary, appear afraid that their pensions will be reduced in consequence of their training. This fear is baseless.

At the present time there is a big demand for labor, but the men must be induced to look ahead, for when the war is over and the labor market becomes crowded, unskilled laborers and men holding temporary jobs will find themselves out of work, but the men who have undertaken a course of training and are qualified tradesmen will have the best chance of holding their situations.

#### AGRICULTURAL TRAINING.

For agricultural training arrangements have been made with the agricultural department to accept a limited number of men for instruction at the State farms. Among the various branches of farm work are dairying, fruit farming, cropping, poultry raising, bee culture, and market gardening. In scientific training in agricultural and pastoral subjects the authorities of Lincoln College, Wellington, have placed at the disposal of ex-soldiers five scholarships of £20 each, and have agreed to take nonresident pupils at a nominal fee. In deserving cases the returned soldiers' information department is prepared to supplement the scholarship grants by an adequate annual allowance. Few soldiers have taken advantage of the opportunities for agricultural training.

#### CLERICAL TRAINING.

Clerical training for disabled soldiers is being provided free of expense to the Government or the men by the New Zealand Society of Accountants. The subjects covered are those prescribed for the society's bookkeeping examination. The examination fees of pupils prepared to sit at the university examinations in accountancy are also met by the society. In addition to the classroom instruction. courses are also given by correspondence for the benefit of men who can not attend in person.

According to the annual report of the Discharged Soldiers' Information Department, "a considerable number of men have from time to time entered for the classes, but it is understood that with few exceptions the attendance has been desultory and the progress poor, and it has lately been intimated to the department by the secretary that the council of the society is now considering whether it is justified in continuing the expenditure of some hundreds of pounds for such unsatisfactory results. The matter is unquestionably one for very profound regret, the scheme having originally been adopted by the society on its own initiative, and promising, as we all hoped, very valuable developments."

#### TECHNICAL TRAINING.

For disabled men who can not return to their former occupations there is offered free tuition at various technical schools throughout New Zealand. At the Wellington Technical College, for example, instruction is provided in building construction, painting, decoration and sign writing, carpentry and joinery, plumbing, machine work, jewelry making, metal work, plastering and modeling.

Training for disabled men has more recently been inaugurated at the technical schools at Christchurch, at Dunedin, and at Invercargill. The most popular subjects of instructions in these schools are

wool-classing and machine-tool work.

Up to December, 1917, there had enrolled in reeducational classes 63 men. The subjects were as follows: Machine drawing, 2; electrical and machine tool work, 6; bookkeeping and commercial work, 25; wireless telegraphy, 1; wool classing, 13; school teaching, 1; agriculture (not including men receiving tuition on State farms), 1; motor mechanics (not including a few men being trained as chauffeurs at Auckland), 11; drafting, 2; plumbing, 1.

By arrangement with the Jubilee Institute for the Blind training is provided for men partially or totally blinded at the front.

## MAINTENANCE DURING TRAINING.

To remove any possible financial obstacle to men desiring to undertake training, the Government some time ago decided to grant maintenance allowances not in excess of £1 a week—irrespective of pension payments—to men attending classes. These allowances are conditioned only upon approval of the training subject as suitable to the individual case and upon good conduct, regular attendance, and satisfactory progress.

The question of allowing disabled men to accept positions with private employers at rates of pay less than those fixed by current awards or agreements and minimum wage legislation was taken up by the labor department early in 1916, and under an order in council then approved, 14 under-rate permits prescribing weekly wages of from £2 10s. to £1 15s. have been issued.

### TRAINING IN FACTORIES.

A later order in council, of greater importance, provided for the training of disabled men in private factories or workshops. As this question represents one of the moot points in the rehabilitation field, the rulings of the order will be given in full detail.

The order was dated December 3, and appeared in the New Zealand Gazette of December 4, 1917. The essential sections read as follows:

### EMPLOYMENT AND TRAINING OF DISCHARGED SOLDIERS.

- Section 2. (1) Application by a discharged soldier to be trained and employed pursuant to this order in council may be made to the discharged soldiers' information department in such form as may be prescribed by the minister.
- (2) On receipt of any such application the minister, or such person as he may direct in that behalf, shall cause inquiries to be made, and if it appears that the applicant is a suitable person to be trained, and that the industry or the branch or branches thereof in which employment and training are sought by the applicant are such that the applicant, having regard to his education and his physical condition, may be expected to attain a reasonable degree of proficiency therein, the minister or other person as aforesaid may approve the application, subject to the provisions hereinafter set forth.
- (3) The application approved as aforesaid shall thereupon be transmitted to such inspector of factories as may be authorized by the chief inspector of factories to receive and deal with the same.
- Sec. 3. The inspector shall forthwith issue to the applicant a temporary permit to be trained and employed in the industry, or in one or more branches thereof, at such rate of wages as he considers the applicant may be able to earn. Such temporary permit shall continue in force for one month from the date thereof, but may be extended by the inspector for not more than one month.
- SEC. 4. (1) If at any time before the expiry of the temporary permit by effluxion of time the applicant desires and the employer is willing to continue the training and employment, the inspector shall, after giving the union concerned in the award or industrial agreement a reasonable opportunity of expressing its views, issue to the applicant a permit to be trained and employed in the industry, or any branch or branches thereof, at such rate of wages as he thinks fit, and for such period as may be agreed on between the applicant and the employer. Every such permit shall be subject to the approval of the minister, or of such other person as the minister may authorize in that behalf.

(2) In fixing the rate of wages the inspector may prescribe a scale of increase for successive portions of the period of training, and he may, not oftener than once in three months, on being satisfied from the progress made by the applicant that the wages should be advanced in accordance with the scale, increase the rate of wages accordingly.

Sec. 5. During the currency of such permit it shall be the duty of the employer to teach, and the duty of the applicant to learn, the work of the industry or branch or branches thereof specified in the permit, and such duty to teach and to learn as may be prescribed in the award or industrial agreement for apprentices shall apply to the employer and the applicant.

SEC. 6. Notwithstanding anything in this order in council, if the applicant seriously misconducts himself or is repeatedly absent from his duties, the employer may notify the minister thereof, and the minister may, if he thinks fit, cancel the permit.

SEC. 7. In any case where an applicant has, since his incapacity, been employed in the industry or branch thereof to which his application relates for not less than one month, the provisions of this order in council as to the issue of temporary permits shall not apply, and the inspector may, on the approval of the application pursuant to clause 2 hereof, forthwith issue a permit under clause 4 hereof.

# EMPLOYMENT OF DISCHARGED SOLDIERS OTHERWISE THAN FOR PURPOSES OF TRAINING.

- SEC. 8. Application by a discharged soldier for employment not being an application for employment and training under the foregoing provisions of this order in council may be made by him direct to any inspector of factories, who is authorized in writing by the chief inspector of factories to receive and deal with the same.
- SEC. 9. (1) The inspector may, if he thinks fit, thereupon issue a temporary permit for the employment of the applicant, for a period of not more than one month, at such rate of wages and upon such other conditions as he thinks fit, and shall, before the expiry of such temporary permit, make inquiry as to the fitness of the applicant for such employment, and shall give to the union which is bound by the award or industrial agreement a reasonable opportunity of expressing its views upon the application.
- (2) He may thereupon, if he thinks fit, issue to the applicant a permit to be employed in the industry for such term, at such rate of wages, and on such conditions as he thinks fit.

#### TRAINING IN WORKSHOPS, FACTORIES, ETC.

Application by Partially Disabled Soldier Unable to Follow his Prewar Occupation and Desirous of Learning a New Trade.

Name in full:	Reg. No
Address:	
Date of discharge:	
What is your age?	
gle? Ages of children (if any):	Boys :   Girls :
Educational standard passed: What occupation did you follow prior to enlisting?	

What were your wages?
Have you had experience in any other trade?
What trade do you now desire to learn?
Is there any particular employer in your own district with whom you would wish to be trained?
What weekly wages do you think you would be worth to start with? (Leave entirely out of account your pension and the Government subsidy referred to on the back hereof)
Name, occupation, and address of previous employer (if any):
If not seriously disabled, is there any reason why you should not resume work with your old employer? (Whenever possible the soldier should resume his old or some kindred trade so as to avoid wasting past experience.)
Names and addresses of two references as to character and respectability:
Mryears.
Mr has known meyears.
Signature:
Date:
Application approved subject to provisions of Order in Council of December
3, 1917.
(Minister in charge of Discharged Soldiers' Information Department, or other person directed by the minister in that behalf.)

INSTRUCTIONS TO APPLICANTS FOR TRAINING IN WORKSHOPS, FACTORIES, ETC.

The application form on the other side hereof should be carefully completed and signed, every question being correctly answered. The form should then be posted (no stamp required) to The Officer in Charge, Discharged Soldiers' Information Department, Aiken Street, Wellington, or, if preferred, it may be handed to the secretary of the local committee representing the department in the town in which the soldier resides.

If inquiries are satisfactory and the application is approved it will be referred by the Discharged Soldiers' Information Department to the Local Inspector of Factories, who alone is empowered to issue the necessary permits in the case of trades subject to industrial agreements or awards. Where no industrial agreement or award under the industrial conciliation and arbitration act is in existence the matter will be dealt with by the Discharged Soldiers' Information Department.

The period of training will be limited to 12 months; in many cases a shorter period may be found sufficient. If an extension of the period fixed at the beginning of the training is deemed necessary later on, it will be the subject of a fresh agreement. In approved cases a Government subsidy may be granted by the minister. Where an award or industrial agreement is in force this subsidy may amount to, but in many cases will not exceed, the difference between the weekly rate of wages first paid pursuant to the permit (not being the temporary permit) and either (a) the weekly minimum award or agreement rate for competent workers for a full ordinary week, or (b) the sum of £3 (3 pounds) per week, whichever is the less. In other cases the subsidy will not exceed the difference between the weekly rate of wages first paid pursuant to the permit (not being the temporary permit) and either (a) the weekly rate of wages usually paid for a full ordinary week to competent workers in such employment, or (b) the sum of £3 per week, whichever is the less. This subsidy if granted will be paid in the following manner:

One half of the subsidy will be paid to the soldier by monthly installments, and the other half will be retained by the Discharged Soldiers' Information Department and accumulated to the credit of the soldier until the end of the period of training. The payment of the subsidy from time to time will be subject to the minister being satisfied that the soldier's character and conduct have been satisfactory and that he has worked to the best of his ability diligently and well. The payment of the portion of the subsidy accumulated during the period of training will be subject to the minister being satisfied that the soldier has attained a reasonable degree of proficiency in the industry in which he has been trained, having regard to his physical disabilities and the length of the period during which the training has taken place.

During the period of the temporary permit a subsidy will be paid sufficient to raise the soldier's wages to the sum of £2 10s. per week, subject to the foregoing provisions as regards character, conduct, and diligence.

# TEMPORARY PERMIT. Under the Provisions of an Order in Council Dated December 3, 1917, Issued

Under Section 25 of the Regulation of Trade and Commerce Act, 1914.

Mr (N		(43)	
a discharged soldier within the council, is hereby authorized to ac	meaning of		
or branches of trade) at a weekly vexceeding one month, from	this	(Indicate, if necessary	eriod not 191
	(An inspector chief inspecto	of factories authorized r of factories to receive a nits under the order in co	by the applica-
Note.—If the circumstances requorary permit for a further period			his tem-
	PERMIT.		
Under the Provisions of an Order Under Section 25 of the Regula			
Mr (Na	me in full.)	(Address.)	
a discharged soldier within the council, is hereby authorized, subject the Discharged Soldiers' Information of	meaning of ect to the appropriation Depar	the above-described or roval of the minister in tment, to accept train in the trade or adicate, if necessary, by	n charge ing and business ranch or
For a period of three months from the period of three months from the termination employment under the temporary issued by me on the period of three months from the period of the period of three months from the period of the period	of the permit	po	er week.

For a further period of three months from to	
* For a further period of three months from to	per week.
† For a further period of three months from	per week.
Dated at this	
chief insp	tor of factories authorized by the ector of factories to receive applica- permits under the order in council.)
APPROVED:	
(Minister in Informati	n charge of the Discharged Soldiers' on Department, or other person d by the minister in that behalf.)
Date, 191	
AGREEMENT BETWEEN EMPLOYER A	ND DISCHARGED SOLDIER.
WHEREAS	(Name in full)
of	(Address)
a discharged soldier within the meaning council (hereinafter referred to as "the distheterms of the said order in council to be	of the above-described order in scharged soldier"), has applied in
or business ofsary, branch or branches of trade).	(Indicate, if neces-
AND WHEREAS	(Name in full)

(hereinafter referred to as "the employer"), has agreed to take the discharged soldier into his employ and to teach him the said trade or business;

AND WHEREAS an inspector of factories, authorized under clause 3 (3) of the said order in council of December 3, 1917, has issued the permit prescribed by clause 4 (1) of the said order in council:

Now This Agreement Witnesseth:

- 1. That the employer will teach the discharged soldier the said trade or business in such manner as to train him therein as efficiently as possible during the period prescribed by the aforesaid permit.
- 2. That the employer will permit the inspector of factories, or other person representing the Discharged Soldiers' Information Department, to have access at reasonable intervals to the premises in which the discharged soldier is employed, with a view to satisfying himself as to the facilities offered for the learning of the trade or business and the progress which the discharged soldier is making therein.

<sup>\*</sup> To be canceled unless the period of training is estimated to exceed six months.

<sup>†</sup> To be canceled unless the period of training is estimated to exceed nine months.

N. B.—The advances in wages shown in this permit will be conditional on the discharged soldier's progress justifying the increased pay.

- 3. That the discharged soldier will obey the instructions of the employer, and will discharge the duties allotted to him diligently and assiduously, and will do his utmost to learn the said trade or business during the period prescribed by the permit aforesaid, and will not absent himself during working hours except with the permission of the employer or through sickness or other unavoidable cause.
- 4.\* That the discharged soldier will regularly attend the classes relating to the said trade or business at the technical school, \_\_\_\_\_, under the arrangement by which free places for discharged soldiers are provided by the Government.
- 5. That the period of training and employment and the scale of wages shall be those set out in the aforesaid permit issued by an inspector of factories.

As Witness the hands of the parties hereto, this \_\_\_\_\_ day of \_\_\_\_\_, 191\_\_\_.

Signature	of employer;
Witness to employer's signature.	Signature: Address: Occupation:
	0.00.00.00.00.00.00.00.00.00.00.00.00.0
Witness to	Signature : Address :
signature.	Occupation:

\* N. B.—It is considered desirable that this provision should be made; but, if there are any material difficulties in the way of carrying it out, the clause may be modified or canceled by the parties with the approval of the Discharged Soldiers' Information Department.

#### DECISION REGARDING SPECIAL SCHOOLS.

The establishment of special reeducational institutions for war cripples has been urged by various individuals and organizations. The recommendation has elicited from the minister in charge of the Discharged Soldiers' Information Department the following comment:

During the last few weeks the question of the establishment of special training colleges for disabled men has been urged on the attention of the department. The gentlemen concerned in this movement have shown most praiseworthy interest in the welfare of our returned men, and which, in so far as it manifests a lively interest in our soldiers, must command the sympathy and respect of us all. I gather from the correspondence which has come under my notice that the promoters of the scheme have in mind the provision of training colleges and farms for men still undergoing hospital treatment, and if this is correct the question more properly appertains to the work of the Department of Public Health than to the Discharged Soldiers' Information Department. So far as the latter department is concerned, I regret that I can not at present see my way to support a scheme of the character suggested. The small extent to which existing facilities have been availed of would not, in my opinion, justify the large expense which the institution of special training colleges with expensive buildings, apparatus, and staff would involve. I am supported in this view by the attitude taken up by the statutory war pensions committee, which has been established by legislation in the United Kingdom. and which amongst other functions deals with the training and employment of disabled men. In addressing its local committees on this particular subject it

urges them to make use as far as possible of existing institutions, specifically mentioning the technical schools, and adds that "as the number of men for whom training is needed will diminish year by year after the war, expenditure on the provision of buildings and apparatus, which will only be required for a temporary period, should be kept within strict limits."

In addition to the foregoing, I doubt whether an institution of the character proposed, involving a considerable measure of control and discipline, would be appreciated by the men for whose benefit it is designed. I am inclined to think that the younger men would before very long find the necessary restraint distasteful and irksome. In this opinion I am supported by the views of a prominent member of the medical profession in New Zealand—one who I may say has had special opportunities of forming an opinion through daily contact with the inmates of one of our large convalescent homes. Speaking on this very subject of a training college for men out of or nearly out of the doctor's hands, he says, "I am a little dubious as to whether the men would be content to remain long under institutional control;" and again, "I feel sure that the feeling of independence from control, impossible in any institution, is an essential factor in any scheme designed to appeal to the average man, and not to the exceptional returned man." I am entirely in accord with these views, and for the reasons given I could not, for the present at any rate, see my way to support the schemes which have been put forward.

While the experience in the matter of training has been disappointing the results in obtaining employment for disabled men have been unusually successful. The latter may go far to explain the former, especially in view of the great present demand for labor in New Zealand, and the natural desire on the part of the men to get back at once to remunerative and productive occupation.

The amount of pension award, based as it is on medical evidence as to physical condition, is a fair criterion of the extent of disability. A tabulation has been prepared showing the number of men drawing pensions of £1 5s. per week and upward for whom the Discharged Soldiers' Information Department obtained remunerative employment. As loss of sight in one eye carries with it a pension of £1 per week it is evident that the range of pensions represented in the tabulation embrace only cases of grave disability. A summary of this tabulation gives the following totals:

Weekly	pension:	Number of placements.
£1	5s	80
£1	10s	146
£1	15s	47

In some amputation cases the placement results were as follows:

Amputation.	Employment.	Pension.	Amputation.	Employment.	Pension.
Left thigh Right arm Left foot. Left knee. Right arm Left arm Right leg	Artificial limb making. Storeman. Draftsman. Artificial limb making Night watchman. Fruit farming. Clerk.	1 15 1 15	Left leg	Night exchange attendant. Land officer Mechanic Basket maker Clerical position Messenger	£ s. 1 15 1 10 1 10 1 10 1 10 1 10 1 5

## INDIA.

Orthopedic and electrotherapeutic treatment is given at a number of hospitals, namely at the military hospitals at Bombay, Cawnpore, Umballa, and the Red Cross hospitals at Mussorie and Dehra Dun. Artificial limbs are provided at the Marine Lines War Hospital at Bombay, which takes in all cases requiring these appliances.6

The imperial Indian relief fund has among its many functions, that of assisting permanently disabled soldiers and their families. Bureaus have been formed at various centers for the employment of disabled men.7 The Bengal Chamber of Commerce early in the war addressed a circular to its members, calling attention to the subject of civil employment for pensioned soldiers and indicating the ways in which they could be reached through their military units.3

In May, 1917, through the efforts of Lady Willingdon, wife of the governor of Bombay, a technical school for disabled soldiers was established at Bombay, under the name of Queen Mary's Technical School for Disabled Indian Soldiers. There is accommodation for 200 men. Seventy-three disabled soldiers were waiting for admission before the institution was opened. Measures were taken to make the advantages of the school widely known, and especially to bring them to the knowledge of those who had already returned to their homes. Men from upcountry who desire to enter the school are provided with a return railway ticket and traveling expenses.

The school is under a joint military and civil administration and is financed jointly. The military authorities defray the charges of fitting of artificial limbs and teaching of their use. This part of the work is considered as an extension of that done at the Marine Lines War Hospital and is under the direction of the same military sur-

The educational part of the work is under purely civilian auspices. The costs are provided partly by the Bombay Women's Branch of the Indian War Relief Fund, and partly by private subscription. The duration of the training is of six months or more. Each man is at liberty to select his trade. The men are supplied with clothes, bedding, food, etc., during their stay at the school. At leaving, they are in many cases supplied with a set of tools.

There are classes in tailoring, hosiery knitting, dyeing, making of artificial flowers, carpentering, elementary engineering, motor-car driving, oil-engine driving, agriculture, poultry farming, etc.

<sup>Pioneer Mail, Aug. 25, 1917, p. 7.
Pioneer Mail, May 12, 1917, p. 15.</sup> 

<sup>\*</sup>Recalled to Life, September, 1917, p. 274. \*Pioneer Mail, May 28, 1915, p. 21.

<sup>•</sup> Recalled to Life, September, 1917, p. 274; Pioneer Mail, May 12, 1917; East and West (Bombay), August, 1917, p. xvi.

A committee of the institution endeavors to find employment for the men. They are placed as tailors in regiments or at the army clothing department; as chauffeurs at the army mechanical transport department; as turners, fitters, machine men, engine drivers, ammunition-box makers, in Government dockyards, ordnance factories, and arsenals; finally, in private factories and workshops.

It has been estimated that skilled men should be able to add from

20 to 100 rupees a month to their pensions.

## UNION OF SOUTH AFRICA.

For the treatment and reeducation of South African soldiers, of those mainly who belong to forces engaged in Europe, the South African Military Hospital in Richmond Park, near London, has been created. The training is voluntary, but if a man elects to undergo it, and so long as he elects to continue it, he is obliged to submit to military discipline and is liable to military penalties if he fails to conform to the rules.

The percentage of disabled men who go in for reeducation is extremely high—over 90 per cent at present. The reeducation begins at a very early stage in convalescence. When a man reaches the hospital he is at once put into one or other of the three categories, namely: (1) certainly unfit for further active military service, (2) doubtful, (3) expected to become fit. If the commanding medical officer is of the opinion that he will not be able to return to active military service, no time is lost in commencing his reeducation.

The subjects taught include those of general education, including bookkeeping, shorthand, typewriting, secretarial work, and accounts; and also, metal working, carpentry, cabinetmaking, electricity, cinematography and engine working, etc. A bootmaking plant is also being installed. The arrangements are noticeable in that highly skilled professional instructors are employed. As the result, not only is work up to the standards of experts being turned out, but the men realize that an extraordinary opportunity is being afforded them, and are proportionately keen to avail themselves of the courses. Several of them have already passed examinations of the London Chamber of Commerce, and the National Union of Teachers, first classes being obtained in quite a considerable proportion of instances.

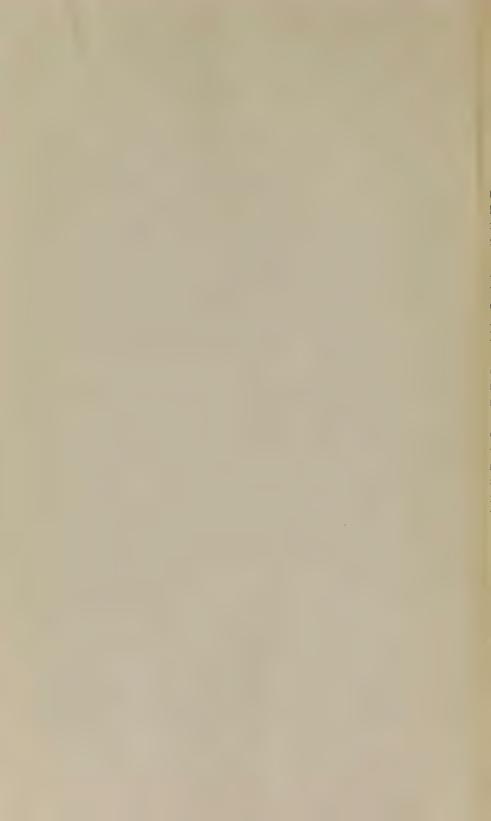
The training does not stop when a man is discharged from the hospital, a comfortable hostel having been erected in the grounds, where those no longer in need of hospital treatment can live while they continue their courses. Such men continue to wear their uniform and remain under military discipline.

<sup>10</sup> Recalled to Life, September, 1917, pp. 271-273.





INSTRUCTION IN TYPEWRITING AND CABINETMAKING AT THE SCHOOL MAINTAINED BY THE SOUTH AFRICAN UNION, RICHMOND PARK, LONDON.



Soldiers disabled in operations in Africa receive medical care in institutions in the principal centers in the Union, those of them in need of artificial limbs being sent ultimately to Richmond to be looked after while they are being fitted.

With regard to reeducation and placement of the disabled, it does not seem that any provisions have been made by the Union Government. In May, 1916, in connection with the recruiting campaign, Premier Botha addressed a letter to the recruiting committees, inviting them to provide employment for returning soldiers and to assist them with cash during the time from their discharge to their return to civilian employment. Again, in December, 1916, the Government published an appeal to employers to provide work for discharged soldiers. 2

The matter is practically left to local and private initiative. There are found in Cape Town and in some other places local boards for vocational education of disabled soldiers, who endeavor to provide both reeducation and employment.<sup>13</sup> In many places returned soldiers' associations have been formed for the general relief of discharged men. The Johannesburg Association is reported to have obtained, in November, 1916, from the Government a promise that no man would be discharged from the base hospital until he was fit to resume civil employment or until his relatives were willing to undertaken his care.<sup>14</sup>

In July, 1917, a Johannesburg and Reef organization for the relief of returned disabled soldiers declared reeducation to be one of its chief purposes. It was planned to ascertain for each man the suitable form of employment; training was to be given in technical institutions and in public or private workshops; employers were asked to assist in the work.<sup>15</sup>

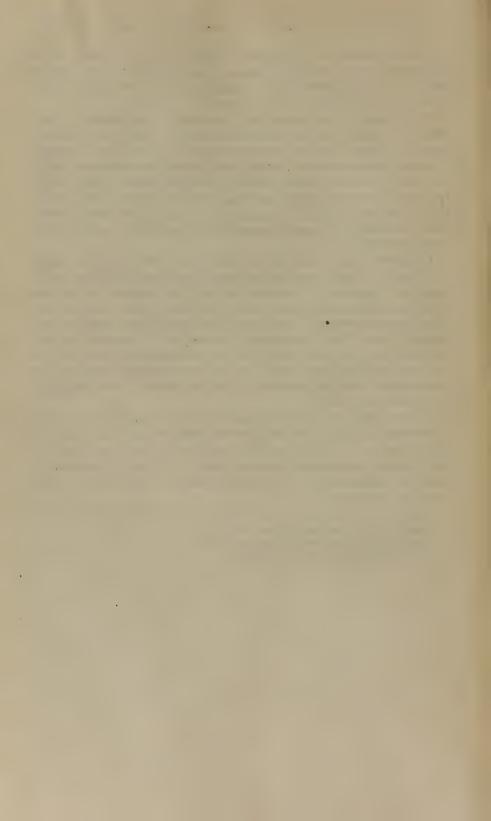
<sup>&</sup>lt;sup>11</sup> South African Review, June 9, 1916, p. 10.

<sup>12</sup> South African Review, Dec. 22, 1916, p. 21.

<sup>13</sup> South African Review, Mar. 16, 1917, pp. 6 and 9.

<sup>14</sup> South African Review, Aug. 3, 1917, p. 3.

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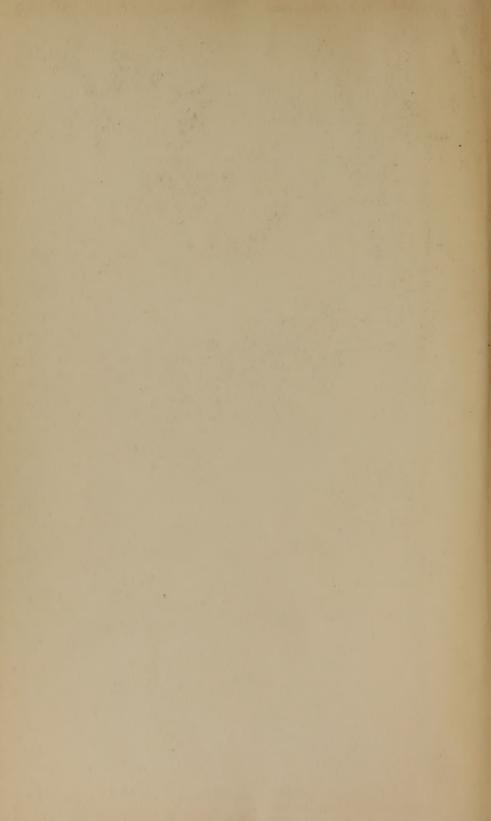
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